United States
Department of
Agriculture

Forest Service

Washington, DC

USDA Forest Service Briefing Book

February 1993

United States Department of Agriculture | Forest Service | Washington Office | 14th & Independence SW
P.O. Box 96090
Washington, D.C. 20090-6090

Date: February 10, 1993

Subject: Briefing Book

To: All line officers

As we progress through our transition into the new Administration, it is important that we prepare and utilize sound professional information about the Forest Service. This is the briefing book that we prepared for transition officials.

The information contained in the book is important and I want to share it with you. Please read it and use it when you are asked about our programs.

F. Dale Robertson

F. DALE ROBERTSON
Chief

Table of Contents

Table of Contents

Forest Service History, Organization, and Authorities

Description of Programs

Budget, Partnership, and Workforce Information

Topic Papers

Legislation and the Congress

Key Contacts and Intergovernmental Coordination

Executive Summary

Executive Summary

Forests—the Earth's most widespread land-based ecosystem—play many roles in providing for the economic and environmental well being of humankind. Forests are important to all the world's citizens as a source of raw materials and because they remove carbon dioxide from the air, and therefore ameliorate the "greenhouse effect" on world climate. In developing countries, forests and grasslands are critical for subsistence and basic economic growth. As societies become more urbanized, educated, and affluent, forests receive more recognition for their esthetic contributions to life—as places to go for recreation, to visit for their tranquility and clean air, and to enjoy wildlife. This is now true in the United States. At the same time, forest products remain a primary sector of our economy, providing 2.5 percent of our Gross National Product. Finding new ways of maintaining esthetic values while providing economic uses of natural resources is the major challenge to resolving conflicts over management of the forests and grasslands. Stewardship and proper management of our forests are clearly important jobs.

Forest Service Mission and Role

The mission of the Forest Service is summarized by our motto—*Caring for the Land and Serving People.*

Since its inception in 1905, the Forest Service has been responsible for national leadership in forestry conservation, management, and research. Recently, the Congress has directed the Agency to play a stronger role in international forestry activities as well.

The Forest Service mandate is to provide a sustainable, multiple benefits to the public through proper management and use of natural resources from the Nation's forests and grasslands. First priority is given to maintaining the ecological integrity of the forest and grassland ecosystems from which these benefits are derived. In other words, basic stewardship of the land comes first.

The mix of benefits is continually evolving as society's needs change and better scientific information becomes available. Such benefits include clean water, high-quality environments for outdoor recreation, abundant fish and wildlife, a sustainable supply of wood and paper

products, wildernesses and wild and scenic rivers, supplies of energy and minerals, and forage for grazing livestock. All are essential. They contribute to the social and economic well-being of Americans by supporting the creation of jobs, providing revenues that help maintain healthier local and national economies, and creating a quality environment in which to work and play.

The development of human resources is also an important component of the Forest Service mission. The Forest Service administers and hosts a variety of programs such as Job Corps that provide work, training, and education to the unemployed, underemployed, elderly, young, and others while simultaneously accomplishing high-priority conservation work.

Evolution of Forest Service Programs

The Forest Service has a long tradition of professional land management. Established in the infancy of the conservation movement, it has been led by trained, professional career land managers since its inception. Founder and first Chief Gifford Pinchot was adamant about professionalism and this commitment has remained a core value of the Forest Service.

The Agency was officially created in 1905, when management responsibility for what were then called the forest reserves was transferred to the Bureau of Forestry in the Department of Agriculture and the Bureau was renamed the Forest Service. Two years later, the forest reserves were renamed "National Forests."

Since that time, the mission of the Forest Service has continually evolved in response to changing public needs, advances in technology, new legislative mandates, and new research findings. The one constant has been a shared commitment to professional land stewardship that addresses the needs of people.

Many issues have been controversial over the years, beginning in the early 1900's with initial efforts to control overgrazing of public rangelands and eliminate timber trespass. Until about 1930, management activities centered on resource protection of the rapidly expanding National Forest System. Fire protection, control of destructive grazing practices, and the reduction of timber theft were the three areas of greatest concern. The need for an intensified research

effort was also recognized during this period and the Forest Service Research Branch was formalized in 1915.

During the Depression, the first major program addressing human resources was established with the creation of the first Civilian Conservation Corps camp. This camp was followed by hundreds more up to the beginning of World War II. Corpsmen carried out the largest reforestation program ever conducted, with millions of acres of trees being planted. Thousands of administrative and recreation facilities were also constructed and many are still in use today.

World War II ushered in an increased demand for National Forest timber, and the post-war years were marked by a growing reliance on the National Forests as a source of timber. Key factors contributing to this trend were the continuing decline in private timber harvests and an enormous increase in the demand for wood for housing and other construction. At the same time, equally dramatic increases were occurring in the demand for non-commodity uses of the National Forests, such as, recreation, hunting and fishing, and wilderness. Initially, conflicts between these uses were limited, but by the late 1960's public interest in the environment led to new legislative mandates that shape the Agency's mission today.

From the mid-1960's to the present, the Agency's focus on management for amenities such as wildlife and fish, wilderness, recreation, esthetic quality, cultural resources, and soil and water protection has greatly expanded. Legislation like the Wilderness Act, Wild and Scenic Rivers Act, National Environmental Policy Act, and the National Forest Management Act have provided new legislative mandates for management of the National Forest System, and have provided many more avenues for public participation in management decisions.

These new laws reflect increased public interest in the management of the National Forests. This increased interest has intensified conflict regarding the proper balance of multiple uses and benefits, particularly between people who value amenities and others whose livelihood is dependent on use of National Forest commodity resources. The current controversy regarding timber harvest levels and protection of old-growth forests in the Northwest is a good example of this conflict.

Legislation during this period has also provided a much broader role for the Forest Service in technical and financial assistance for management of State and private forest lands, and greatly expanded responsibilities in international forestry.

Organizational Structure

The Forest Service's organizational structure reflects the major elements of the Agency's mission:

- Management and administration of the National Forest System.
- Accomplishment and dissemination of research results.
- Delivery of technical assistance to State and private forest landowners.
- Advice and support for international forestry programs.

Two key principles underlie the overall organizational structure. The first is decentralization. Agency leaders have always strongly believed that decisions should be made at the lowest possible level consistent with ensuring effective managerial control and compliance with relevant laws, Executive Orders, and Department of Agriculture regulations. Thus, these local line officers and their staffs are delegated broad authority and responsibility to make decisions on the ground. For example, decentralization in the National Forest System has provided strong responsiveness to public needs at the "grass roots" level, because local people have direct access to "their" District Ranger and Forest Supervisor at the 630 local Ranger District and 122 National Forest offices of the Forest Service, in addition to offices at the Regional and National level.

The second principle is separation of the research and management programs of the Forest Service. This ensures research results that are unbiased and reflect the best science available. Consequently, research units report to the Chief through Research Station Directors, and field management units of the National Forest System through Regional Foresters. There are nine Regional Foresters and eight Station Directors.

The Forest Service is the largest of the USDA agencies, employing just over 35,000 full-time employees and 17,000 other category employees for a total of 43,427 full-time equivalents (FTE's). About 98 percent of the total workforce works outside Washington, DC, and about 85 percent works west of the Mississippi River.

Major Statutory Authorities

Many statutes provide the legislative mandate for Forest Service programs. Although they are far too numerous to be comprehensively

addressed here, most fall into one of the three major categories described below.

Statutes Providing Broad Authority for Forest Service Programs

- **The Organic Act of 1897** provided the original authority for management of the forest reserves, which later became the National Forests.
- **The Multiple-Use Sustained-Yield Act of 1960**, provided that the National Forests would be managed under the principle of sustained yield over the long term, and would be managed for a mix of resource uses and outputs.
- **The Forest and Rangelands Renewable Resources Planning Act of 1974** requires the Forest Service to prepare a Renewable Resource Assessment every 10 years for the United States, regardless of land ownership. The Act also directs preparation of a recommended program each 5 years to address long-term natural resource needs. This provides the "strategic plan" for Forest Service programs.
- **The National Forest Management Act of 1976** provided the mandate for development of integrated Forest Plans that now guide the management of each National Forest.
- **The 1990 Farm Bill** provided an expanded mandate for technical assistance by the Forest Service to State and private forest landowners, and provided a significantly expanded role in international forestry.

Procedural and Environmental Statutes Affecting All Federal Programs

- **The National Environmental Policy Act of 1969** requires Federal agencies to use a systematic, interdisciplinary approach in planning and decisionmaking that may impact the environment. It requires each Federal agency to document environmental impacts, alternatives, and irreversible and irretrievable commitments of resources for all proposed Federal actions.
- **The Endangered Species Act of 1973** requires all Federal agencies to ensure, in consultation with the Fish and Wildlife Service or the National Marine Fisheries Service, that their actions are not likely to jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modification of the habitat of such species.
- **The Clean Water Amendments Act of 1972** provides that Federal agencies shall be subject to, and comply with, all Federal,

State, interstate, and local requirements for water pollution abatement and control. It also provides for treating wastewater from Federal facilities and requires permits for dredging or depositing fill in navigable waters.

- **The Clean Air Act Amendments of 1977** provides similar direction to control air pollution from Federal facilities. It also establishes standards for Class I air quality areas (many National Forest wildernesses are designated Class I).

Statutes Allocating National Forest System Lands to Specific Management Regimes

- **The Wilderness Act of 1964** provides for a National Wilderness Preservation System on Federal lands and defines the management direction for wildernesses added to the System.
- **The Wild and Scenic Rivers Act of 1968**, as amended, provides for a System of Wild and Scenic Rivers in the United States. The National Forest System includes some of the most spectacular free-flowing rivers in the Nation and these continue to be added to the System.

Strategic Direction and Planning

Forest Service strategic planning involves activities at the national, regional, and local levels. The planning process consists of four major components: the Resources Planning Act (RPA) Program; Regional Guides; Forest Plans; site-specific project plans. In addition, planning activities take place for Research priorities, for State and private forestry programs, and for International Forestry. In the planning process, broad national elements are translated to regional and local planning activities to assure appropriate and environmentally acceptable implementation of national policies. The goal of planning efforts in the Forest Service is to coordinate Agency programs and provide the greatest sustainable flow of benefits to the American Public.

Current long-term strategic direction for all Forest Service programs is provided by the 1990 Resources Planning Act (RPA) Program. The 1990 RPA Program highlighted four major themes: (1) enhancing recreation, wildlife, and fisheries resources; (2) ensuring that commodity production is environmentally acceptable; (3) improving scientific knowledge about natural resources; and (4) responding to global resource issues. By law, the RPA Program is updated every 5 years and spans a 50-year planning horizon.

Planning activities for the National Forest System at the national level provides general direction that is used to develop Regional Guides in each of the 9 geographical regions that is tailored to local resource opportunities and public needs. The Forest Plans incorporate this direction, along with local resource capabilities and the results of public participation. The goals, objectives, and standards and guidelines in these Plans drive the management of each of the National Forests and Grasslands. Site-specific projects are then developed to implement the Forest Plans.

Forest Service Research (FSR) planning at the national level identifies key national and international research issues. Then each of the eight Experiment Stations and the Forest Products Laboratory formulate plans for their work. Even more detailed planning activities are carried out for each research work unit and then for research study plans.

State and Private Forestry (S&PF) incorporates information from resource plans prepared by State Foresters to develop information and assistance programs for State and private land owners.

Planning activities for International Forestry (IF) activities are closely linked to those of the U.S. Agency for International Development. IF identifies U.S. priorities and key issues affecting the world's forests and develops strategic plans for effective forestry assistance programs by geographic regions. Individual country plans identify potential assistance projects and cooperative agreements, which are then planned in detail.

Forest Service policy is to use an ecosystems management philosophy in our programs. This means using an ecological approach to achieve the multiple-use management of the National Forests and Grasslands. It means the Forest Service must blend the needs of people and environmental values in such a way that the National Forests and Grasslands represent diverse, healthy, productive, and sustainable ecosystems. This fits with the integrated nature of the Forest Plans.

Description of Programs

The Forest Service carries out its mission through integrated program areas: research, State and Private Forestry, management of the National Forest System, International Forestry, and management of human resources.

Forest Research

The Forest Service has the largest forestry research organization in the world. This research serves society by providing the scientific foundation for sustainable forest development in the United States and other regions of the world. It provides information and technology needed to assure the health, diversity, and productivity of the Earth's forest and grassland ecosystems. The program includes cooperative planning and studies with other public research agencies, universities, and research organizations in the private sector. It works for and with users—policy makers, natural resource managers, educators, and industries and other producers—who represent people and their needs.

State and Private Forestry

About 57 percent of the Nation's commercial forest is owned and managed by nonindustrial private owners and proper management of these lands is essential to our welfare. The Forest Service has major programs to protect natural resources from fire and pests and provide assistance to improve management and production on State and private forests and grasslands. Urban forestry assistance programs are also available, to maintain the trees within urban areas. These programs are true partnerships with a wide variety of private and public entities to meet the present and future needs of private landowners, Native Americans, U.S. Commonwealths and Trust Territories, and the international community.

Management of the National Forests and Grasslands

The Forest Service manages about 191 million acres of public land in 44 States, Puerto Rico, and the Virgin Islands, which comprise 8.5 percent of the total land area in the United States. These public lands—known collectively as the National Forest System—encompass 156 National Forests, 20 National Grasslands, and 10 Land Utilization Projects. The natural resources on these lands are some of the Nation's greatest assets and have major economic, environmental, and special significance for all Americans. The value of the natural resources and the diversity of public benefits in the National Forest System is indicated by some of the items below. The National Forest System—

- Contains the headwaters of major western watersheds that supply water for urban and agricultural growth.
- Provides about 40 percent of all recreation use on Federal lands – more than that provided by the National Parks.
- Contains over half of the elk habitat in the United States and contains habitat for just under one-third of the currently listed threatened and endangered animals and plants, in addition to habitat for a wide variety of other wildlife and fish species.
- Contains 32 million acres designated as wilderness, about 75 percent of the National Wilderness Preservation System in the lower 48 States.
- Holds about half of all the softwood sawtimber inventory in the United States.
- Provides timber products to the Nation from the approximately 57 million acres that are classed as suitable for timber production. Suitable timber land comprises only one-third of the total National Forest System.
- Provides livestock forage and is a source of energy and strategic minerals.

International Forestry

Since 1980, the Forest Service has had an on-going program in technology transfer to tropical countries. The international forestry program was intensified and expanded by provisions in the 1990 Farm Bill, which also provided for a separate Deputy Chief for International Forestry. In keeping with this mandate, the Forest Service will continue to increase its international activities to meet global environmental challenges, and respond to requests for assistance from other U.S. Government agencies and international organizations.

Forest Service international forestry activities include technical assistance in natural resource management and protection to other countries, assisting in response to natural disasters abroad, cooperative research and technical exchange with other countries, support to international organizations, and assistance in the development of United States and global natural resource policies.

Human Resources

The Forest Service employs a professional and diverse permanent workforce and participates in a number of special human resource programs that employ, train or educate specific groups of people. Some of the programs the Agency has either initiated or participates

in include: Job Corps Civilian Conservation Centers, Senior Community Service Employment Program, Youth Conservation Corps, Volunteers in the National Forests, Touch America Program, and Take Pride in America. These programs provide direct support to all other Agency programs.

Budget, Partnership, and Workforce Information

From 1986 to 1991 significant changes occurred in the funding mix for Forest Service resource programs. Many of these changes move in the direction of the changes recommended in Forest Plans and the RPA Program. During this period funding in real dollars for the recreation program doubled, funding for fish and wildlife programs quadrupled, and funding for threatened and endangered species programs grew by a factor of 10. Conversely, funding for timber sales declined significantly.

Budgets from 1992 through the current stage of the 1994 budget process are displayed in the table on page 13. The 1992 and 1993 Appropriations Acts continued the Agency's commitment to multiple-use, with a strong emphasis on implementing the 1990 RPA strategic program and the Forest Plans. Funding for the Forest Service in FY 1993 continued the shift in the balance among commodity and noncommodity outputs, strengthened some aspects of the State and Private Forestry programs, and continued a strong Research program.

To augment tight Federal funding and provide better customer service, the Agency has also formed partnerships through the Challenge Cost-Share Program with individuals, corporations, organizations, and public agencies. These have been very successful and accomplishments have grown rapidly over the past 5 years. For example, in Fiscal Year (FY) 1986 the Forest Service and partners completed $2.5 million in fish and wildlife habitat improvements. By FY 1991 this had grown to $62 million in fish, wildlife, recreation, wilderness, and cultural resource enhancement projects ($24 million in Forest Service funds matched by $38 million from partners).

Growth of the Challenge Cost-Share Program is expected to continue. These partnerships help to complete projects, but perhaps more importantly, build positive ties between Agency personnel and the public to improve National Forest and Grassland resources.

Table 1. Forest Service Budget Overview (millions of actual dollars)

Description (appropriation)	1992 Final	1993 Final	1994 Current Services¶
Research (excludes GA/const)	180.5	182.7	190.1
State & Private Forestry (emergency pest suppression)*	169.7	156.2 (26.0)	161.9
National Forest System†	1,455.1	1,307.3	1,365.5
International Forestry‡	(6.9)	(7.5)	(7.8)
Construction (incl. Research)	274.5	255.3	265.3
Other approp accounts§	94.5	69.2	71.5
Firefighting	299.2	376.2	392.6
Total appropriated	2,473.5	2,346.9	2,447.7

* An Emergency Pest Suppression Fund of $26 million was authorized for FY 1993 as a substitute for additional appropriated funds in S&PF.
† Includes S&PF/Research General Administration funds.
‡ 1992 and 1993 data reflect total funding for International Forestry (IF) activities, including Washington Office multi-financing from other Deputy Areas. Numbers in parentheses are nonadditive IF numbers for 1992 and 1993. OMB has approved an IF appropriation for FY 1994.
§ Includes land acquisition, range betterment fund, gifts, donations, and bequests.
¶ Represents the baseline budget submitted to Congress by President Bush on January 6, 1993. It is equal to the FY 1993 final enacted appropriations updated for inflation. President Clinton is expected to submit his budget in February 1993.

The Agency's workforce consists of more than 35,000 permanent employees as well as a relatively large temporary workforce during the summer. Over 200 different occupational series are represented in the workforce, demonstrating the diversity of the Agency's mission. The Forest Service is the primary employer in many small, rural towns. Representation of minorities and women in the permanent workforce is approximately 15 and 40 percent, respectively.

Congressional and Legislative Outlook

Lawmakers and the Administration considered a variety of issues in the 102nd Congress that directly or indirectly affect research and management of the National Forests and that affect technical assistance programs to States and private forest land owners. Issues ranged widely in scope and complexity —from those that addressed

individual National Forests (such as legislated land exchanges) to others with potential major effects on Forest Service-wide programs (such as amendments to the Endangered Species Act). A number of hearings were held and numerous bills were introduced.

A number of issues of significance to the Forest Service were unresolved at the end of the 102nd Congress and are likely to be considered anew in the 103rd Congress. Some of the more significant issues are: old-growth forest protection and spotted owl preservation in the Pacific Northwest; 1872 mining law reform; wilderness designation in Colorado, Montana, and Idaho; grazing fees; forest health; and below-cost timber sales. Cooperation between the new Administration and the majority in the Congress may provide the opportunity to resolve several of these issues. Further, some may be better resolved administratively rather than through legislation.

Key Events – the First 6 Months

To plan for the first 6 months of the new Administration, a calendar of decisions has been developed. yecisions are shown either as requiring Secretary or Assistant Secretary approval or as decisions the Forest Service will make after consultation with the Department.

Forest Service Mission, Vision, and Guiding Principles

Forest Service Mission
Forest Service Vision
Forest Service Guiding Principles

Forest Service Mission, Vision, and Guiding Principles (Advance Copy)

Summary: The Forest Service's "Mission, Vision, and Guiding Principles Statement" has been in preparation for over 2 years, since a 1989 nationwide meeting of National Forest supervisors, who recommended writing such a document. The following advanced copy is being distributed and plans are now being developed for communicating this new statement to Forest Service employees for their use.

Forest Service Mission

Caring for the Land
and
Serving People

This phrase captures the Forest Service mission. As set forth in law, the mission is to achieve quality land management under the sustainable multiple-use management concept to meet the diverse needs of people:

It includes

- Advocating a conservation ethic in promoting the health, productivity, diversity, and beauty of forests and associated lands.
- Listening to people and responding to their diverse needs in making decisions.
- Protecting and managing the National Forests and Grasslands so they best demonstrate the sustainable multiple-use management concept.
- Providing technical and financial assistance to State and private forest landowners, encouraging them to practice good stewardship and quality land management in meeting their specific objectives.
- Providing technical and financial assistance to cities and communities to improve their natural environment by planting trees and caring for their forests.
- Providing international technical assistance and scientific exchanges to sustain and enhance global resources and to encourage quality land management.

- Helping States and communities to use the forests wisely to promote rural economic development and a quality rural environment.
- Developing and providing scientific and technical knowledge aimed at improving our capability to protect, manage, and use forests and rangelands.
- Providing work, training, and education to the unemployed, underemployed, elderly, youth, and disadvantaged in pursuit of our mission.

Forest Service Vision

We are recognized nationally and internationally as a leader in caring for the land and serving people.

We are a multicultural and diverse organization. Employees work in a caring and nurturing environment where leadership is shared. All employees are respected, accepted, and appreciated for their unique and important contribution to the mission. The work is interesting, challenging, rewarding, and fun – more than just a job!

The Forest Service is an efficient and productive organization that excels in achieving its mission. Responsibility and accountability for excellence are shared by employees and partners. The American people can count on the Forest Service to perform.

The Forest Service cares for the land and manages ecosystems for multiple values and uses, involves people at the grassroots, develops and promotes partnerships, and strives for excellence in customer service. This vision is reinforced by our people, values, and culture.

Forest Service Guiding Principles

To realize our mission and vision, we follow these thirteen guiding principles:

- We use an ecological approach and consider all the values and uses of the land in caring for the National Forests and Grasslands.
- We use the best scientific knowledge in making decisions and select the most appropriate technologies in the management of the land.
- We are good neighbors who respect private property rights.
- We strive for quality and excellence in everything we do and are sensitive to the effects of our decisions on people and resources.
- We strive to meet the needs of our customers in fair, friendly, and open ways.
- We form partnerships to achieve shared goals.
- We promote grass-roots involvement in our decisions and activities.
- We value and trust one another and share leadership.
- We value a multicultural organization as essential to our success.
- We maintain high professional and ethical standards.
- We are responsible and accountable for what we do.
- We recognicae and accept that some conflice is natural and we strive to deal with it professionally.
- We follow laws, regulations, executive direction, and congressional intent.

Strategic Direction and Planning

Strategic Direction and Planning

Summary: Long-term strategic direction for the Forest Service is spelled-out in the 1990 Resources Planning Act (RPA) Program. The 1990 RPA Program highlighted four major themes: (1) enhancing recreation, wildlife, and fisheries resources; (2) ensuring that commodity production is environmentally acceptable; (3) improving scientific knowledge about natural resources; and (4) responding to global resource issues. As required by law, the Agency is now re-evaluating its present long-term strategic direction as a precursor to developing the 1995 RPA Program. It is expected that greater emphasis will be placed on the following areas:

- International forestry and response to global concerns
- Ensuring the sustained productivity of forest and grassland ecosystems
- Contributing to rural development
- Ensuring the timely integration of science into management decisions

The Forest Service strategic planning system involves extensive planning activities at the national, regional, forest, and local levels. All lower level planning occurs within the broad framework of priorities established by the RPA Program, consistent with the Agency's mission, vision, and guiding principles.Public input is actively sought and weighs heavily in all phases of the planning process.

Current Strategic Direction (1990 RPA Program and Final Statement of Policy)

Current long-term strategic direction for the Forest Service is spelled out in the 1990 RPA Program and its associated Statement of Policy. This document – entitled "The Forest Service Program for Forest and Rangeland Resources: A Long-Term Strategic Plan" – featured four major themes. These themes are identified and discussed below.

Enhancing Recreation, Wildlife, and Fisheries Resources

Under this theme the Forest Service is giving special emphasis to actions that enhance recreation, wildlife, and fisheries resources on National Forest System

(NFS) lands. Additionally, technical and financial assistance to State and private forest owners is being redirected to encourage multiple resource management on forest lands in these ownership categories. Finally, the Agency is intensifying its research on ways to improve the compatibility of multiple forest uses. The following specific objectives are typical of those being pursued under this theme:

- Bring existing trails and recreational facilities on NFS lands up to an acceptable standard.
- Expand existing recreational opportunities and capabilities on NFS lands by forming new partnerships with interested organizations and individuals.
- Enhance and improve the quality of wildlife and fish habitat on NFS lands.
- Increase recovery efforts for threatened and endangered species, and give more attention to sensitive species—that is, those species at risk of becoming threatened or endangered.
- Intensify the management of NFS Wildernesses and Wild and Scenic Rivers and expand the amount of wilderness acreage.
- Increase technical and financial assistance to State and private forest owners for the purpose of stimulating greater production of recreation, wildlife, and fisheries resources.
- Increase research to improve our understanding of the habitat requirements of all species, especially threatened and endangered species—and our understanding of emerging recreation demands on the forest resource.

Ensuring Environmentally Acceptable Commodity Production

Although the Forest Service has long been concerned with the environmental consequences of its actions, under this theme the Agency is redoubling its efforts to ensure that all commodity production on NFS lands is done in an environmentally acceptable manner. Where commodity production cannot be accomplished in such a manner, commodity outputs are being adjusted downwards. Technical assistance to State and private forest owners is being broadened to emphasize environmentally sensitive practices on these lands as well. Lastly, more research is being focused on formulating management methods that satisfy basic ecological requirements. The following specific objectives are typical of those being pursued under this theme:

- Reduce total timber harvests from NFS lands to provide for the habitat needs of threatened, endangered, and sensitive species and protect other environmental values.
- Accelerate the reduction of clearcutting as a standard timber harvest practice on NFS lands.
- Improve the quality of National Forest System grasslands, even where this necessitates reductions in the current level of livestock grazing.
- Protect water quality through implementation and monitoring of management practices and improve deteriorated watersheds.
- Ensure environmentally acceptable minerals development.

- Restore riparian areas to an acceptable condition.
- Increase technical and financial assistance to State and private forest owners for the purpose of encouraging multiple-resource planning and stewardship of all resources.
- Intensify research efforts to develop environmentally sensitive techniques for commodity production.

Improving Scientific Knowledge About Natural Resources

New scientific knowledge is essential for improving our ability to manage resources. Under this theme the Forest Service is expanding its research to enhance the compatibility of competing uses. Research is also being increased to study the complex interactions of forest and grassland ecosystems to provide the scientific basis for implementing the Agency's new emphasis on ecologically appropriate management. Finally, identification and testing of management practices that permit continued commodity production while ensuring the environmental integrity of the resource base is also a high priority. The following specific objectives are typical of those being pursued under this theme:

- Expand our understanding of forest and rangeland ecosystems through increased research in such topics as biological diversity, water quality, threatened and endangered species, global change in ecosystems and climate, and tropical forestry.
- Broaden our understanding of how resource management programs can be made more responsive to people's changing values by increasing research in such topics as resource uses at the wildland-urban interface, resource contributions to rural development, and diversification of rural economies.
- Expand the array of natural resource options that are open to the Nation by increasing research on such topics as recycling, and alternative protection, management, and utilization systems.

Responding to Global Resource Issues

Under this theme, the Forest Service is increasing scientific exchange and technology transfer to other countries to assist in their management of forest and grassland ecosystems and to reduce adverse impacts on global ecosystems. Additionally, the Agency is proactively responding to significant global resource concerns through many of its domestic initiatives. The following specific objectives are typical of those being pursued under this theme:

- Intensify technology transfer to resource managers in tropical countries so that they can enhance resource output potentials while protecting environmental values and the world's climate.
- Increase international scientific exchange and accelerate the rate at which new ideas are shared and solutions to the world's forestry-related problems are found.
- Expand research aimed at increasing worldwide understanding of the potential ecological impacts of global climate change.

Strategic Planning and Future Strategic Direction

The Forest Service is presently re-evaluating the strategic direction contained in the 1990 RPA Program. This work is in compliance with the requirements of the Forest and Rangelands Renewable Resources Planning Act of 1974 (P.L. 95-307), which stipulates that the Secretary of Agriculture, through the Forest Service, is to prepare a new Program every 5 years. The 1995 RPA Program is scheduled by January 1, 1994, and will be finalized by January 1, 1995. The 1995 Program and accompanying Statement of Policy, when completed, will provide strategic direction for the Forest Service's activities through to the turn of the century.

The RPA Planning Process

The development of an RPA Program has always been a complex undertaking and the formulation of the 1995 Program promises to be no exception. The draft 1995 RPA Program will be prepared after analyzing three broad categories of information.

Information on the Current Situation

Information concerning the Nation's current renewable resource situation is obtained largely from the latest RPA Assessment. The Assessment, like the Program, is prepared according to the requirements of the Forest and Rangeland Renewable Resources Planning Act of 1974. The Assessment provides information for a 50-year projection period on such things as (1) the demand and supply trends for renewable natural resources, (2) the opportunities to increase supplies to meet demands, and (3) emerging conflicts between resource use and environmental concern. The last Assessment was completed in 1989. An update will be completed in 1993 and will form part of the foundation for the 1995 Program.

Information in Existing Agency Plans

Although the RPA Program provides strategic direction to all Forest Service activities, the information in existing Agency plans is considered whenever a new Program is formulated. This information is used to define current program delivery potentials.

Information Obtained Through Public and Employee Involvement

Previously, public and employee comments were sought after a draft RPA Program had been prepared; and this information was used to guide selection of the recommended Program. In developing the 1995 Program, such input is being sought earlier in the process. In general, two types of information are desired. First, opinions concerning what are the most critical natural resource issues—both nationally and globally. Second, opinions concerning the most appropriate roles for the Forest Service to play in addressing emerging issues.

After a draft 1995 Program has been prepared, the Forest Service's final strategic plan will be formulated as it has been in the past. Essentially a three-step process will be required.

1. First, a recommended RPA Program will be selected by the Secretary of Agriculture after analyzing a broad array of alternatives and considering the

comments obtained during a second round of public and employee involvement.

2. Secondly, the Secretary's recommended Program will be transmitted to the Congress along with a Statement of Policy from the President that will indicate the Administration's intentions in implementing the Program.
3. Lastly, Congress will accept or revise the Statement of Policy transmitted by the President. The "recommended" Program and final Statement of Policy become the Forest Service's strategic plan.

Expectations Concerning Future Strategic Direction

Although the Agency's future strategic direction will not be defined until the 1995 RPA Program and final Statement of Policy are complete, expectations are that Forest Service programs will continue to follow the trends of the last 5 to 10 years. Based on preliminary discussions and analyzes performed in conjunction with the 1993 Assessment Update, it appears that the following topics will emerge as points of interest and/or concern by the end of the century.

International Forestry and Global Concerns

Many developed and developing countries are looking to the United States for leadership and the opportunities for making meaningful progress in global forestry issues have probably never been better. The landmark accords reached at the recent Earth Summit in Rio de Janeiro give evidence of a growing international commitment to sustainable natural resource management. The end of the hostilities associated with the Cold War offer an unprecedented opportunity to forge strong cooperative partnerships to work for conservation. The Forest Service has established a new Deputy Chief to lead a new program area in International Forestry in response to congressional direction to play an expanded role in this arena.

Rural Development

Unemployment is an urgent national problem. An important dimension of this problem is unemployment in many rural communities, especially in the western United States. In some instances, declining commodity outputs from NFS lands – particularly of timber – have contributed to this problem. Where this is the case, the Forest Service is trying to help affected communities develop strategies for diversifying their local economies; however, given the continued seriousness of the problem, an intensification of current efforts would be warranted. The Forest Service, with its extensive grassroots organization, is advantageously positioned to deliver a rural development assistance program.

Sustained Productivity of Ecosystems

The Forest Service has adopted an ecological approach to management of the National Forests and Grasslands. This management philosophy builds upon lessons that were learned through Agency experience and the recent New Perspectives initiative. The Agency is committed to the idea that NFS lands should be managed for the full array of goods and services that they are capable of providing; however, such usage must occur in a manner that preserves the diversity, vitality, and sustainability of the forest and grassland ecosystems.

Integration of Science Into Management

The Forest Service believes that the public will be best served by promptly integrating the latest scientific knowledge into all resource management decisions. This implies a need to expand both current technology efforts and the scope and rigor of forestry research activities. It also implies the need for a closer working partnership between scientists and land managers.

Other issues, opportunities, or concerns that could be highlighted in the 1995 RPA Program include forest health and the changing character of the Forest Service work force skills that will be needed to address future challenges.

Linking Strategic Direction to Lower Level Planning

All planning is consistent with the Agency's mission, vision, and guiding principles. The strategic direction that is set forth in the final RPA Program and Statement of Policy becomes the framework within which all lower level planning occurs. At present, below the level of the RPA Program, the Forest Service's integrated planning structure has the following major elements: (1) Regional Guidance, (2) Forest Plans, (3) site-specific projects, (4) State and Private Forestry guidance, and (5) international forestry planning, and (6) Research Plans. Each of these elements merits closer examination.

Regional Guidance

Regional Guides have been used to channel information and program guidance between the RPA Program and the individual Forest Plans, thereby providing a direct link between the national and local planning processes. Although they tend to emphasize National Forest System program activities, the Guides also provide for cooperation with State and Private Forestry (except in the Northeastern Area) and Research. Under proposed revisions of the forest planning regulations, Regional Guides will no longer be required; however, in instances where no formal Regional guide is prepared, the Regional Foresters and Forest Supervisors will be expected to monitor Forest Plan consistency with RPA Program direction.

Forest Plans

Forest Plans are required under the National Forest Management Act of 1976. The objectives set forth in the forest plans represent the desired future land and resource conditions that National Forests intend to strive for during the planning period. More specifically, forest plans: (1) establish forest-wide multiple-use goals and objectives, (2) establish forest-wide management requirements (standards and guidelines) to govern the implementation of different activities, (3) evaluate the suitability of lands for resource management, (4) delineate management areas and associated management prescriptions, (5) set forth recommendations regarding wilderness, and (6) establish monitoring and evaluation requirements.

In setting objectives, the National Forests are guided by the roles, issues, and strategies of the national RPA Program. However, the direction provided in the Program is tempered by the local resource situations, economic needs of local

communities, environmental sensitivities, and public comments received during each plan's development. To provide flexibility, Forest Plans are subject to amendment or revision as the need arises. Amendments or revisions can be made in response to changes in RPA Program direction, new national initiatives, or other factors. In FY 1991, over 150 amendments were made to Forest Plans on 60 National Forests.

An Environmental Impact Statement (EIS) must be prepared in connection with developing a Forest Plan. This EIS displays a number of management alternatives for the Forest in question. After evaluation of the alternatives, a "preferred alternative" is selected. The Agency's publics have diverse and often competing interests in management of the National Forests. When line officers choose among alternatives in making management decisions, the result is not always acceptable to all participants in the process. The decision may lead to an administrative appeal by those who disagree with the outcome, and sometimes litigation is initiated. Presently, more than 200 administrative appeals and 25 lawsuits that challenge decisions made in Forest Plans are pending at the national level.

In the forest planning process, measures known as "standards and guidelines" are established to ensure that environmental values will be adequately protected as resource management projects are implemented. The standards and guidelines in the current generation of Forest Plans are strong in their protection of natural and cultural resources. Indeed, in some cases as work went forward to implement the Forest Plans, it became evident that commodity production objectives could not be achieved without conflicting with the standards and guidelines. In February 1990, Forest Service Chief Robertson issued clear direction that, in the event of such conflicts, the standards and guidelines take precedence over achieving the outputs. Forest Service policy is that every project must be in full compliance with the standards and guidelines set forth in the Forest Plans.

The existing Forest Plans were prepared under regulations adopted in 1982. These regulations resulted in the most comprehensive set of Forest Plans in the history of the Forest Service and allowed for unprecedented public involvement. However, the Agency has developed revised planning regulations which will be released for public comment in the near future. The revised regulations have been drafted using knowledge gained during the first round of forest planning as well as insights provided by: the internally conducted Critique of Land Management Planning, and the Office of Technology Assessment's Report on Forest Service Planning. The new regulations seek to do three things:

1. Clarify Agency policies regarding the relationship between forest planning and project decisionmaking, incorporating ecosystems management into forest planning, ensuring maintenance of biological diversity in forest planning, and the limited circumstances under which clearcutting will be appropriate.
2. Streamline process requirements by reducing complexity and eliminating unnecessary steps, and providing for greater flexibility and more ease in making amendments and revisions. It is estimated that implementation of the proposal will save the Agency approximately $76.2 million over the next 10 to 15 years.
3. Strengthen key components of the planning process by highlighting the importance of ecological parameters in planning decisions, placing greater

emphasis on monitoring and evaluation, and enhancing the public's role in Forest Plan decisionmaking.

Site-Specific Projects

Decisions concerning the types of projects that are to be undertaken on specific sites, as well as the specific management practices that are to be employed in connection with these projects, are not generally made within Forest Plans. Instead, these types of decisions are made in site-specific projects that are formulated as part of the Forest Plan implementation process and in compliance with the intent and procedures of the National Environmental Policy Act (NEPA). The site-specific projects thus describe actual management actions that are to be carried out on the ground to implement the direction in the Forest Plans.

In March of 1992, because of the significant increase in the number of project appeals (1600 new appeals were filed in 1992), and because the increase in the number of such appeals was seriously disrupting the Agency's ability to meet Congressionally established timber output targets, the Forest Service proposed changes to the regulations that govern administrative appeals of project and activity decisions that implement Forest Plans – i.e., 36 CFR 217. Recently Congress, in enacting Section 322 of the 1993 Interior and Related Agencies Appropriations Act, has directed the Forest Service to retain a project appeals process; however, the process is to be streamlined so as to minimize disruption of on-going work activities. The Act requires a pre-decisional public notice and comment opportunity for projects and activities not documented in EIS's. It also provides for formal and informal appeal resolution processes.

State and Private Forestry Guidance

Except for the Northeastern Area, which has developed its own 5-year plan for 1990 to 1994, guidance for the Forest Service's State and Private Forestry activities is provided through the RPA Program and the various Regional Guides. All of these guidance materials were developed in full recognition of the information contained in the Statewide forest resource plans prepared by the State Foresters.

International Forestry Planning

Planning for International Forestry activities is closely linked with that of the U.S. Agency for International Development (USAID). Forest Service International Forestry identifies U.S. priorities and key issues affecting the world's forests and develops strategic plans for effective forestry assistance programs for each geographic region. Individual country plans identify potential assistance projects and cooperative agreements that can then be planned in detail.

Research Plans

A strategic plan consistent with the guidance established in the 1990 RPA Program has been prepared by the Deputy Chief for Research. Additionally, individual Experiment Stations have prepared strategic plans for their research programs. To ensure scientific inquiry into the major issues facing forestry today, these Station Plans are further linked to specific Research Work Unit Descriptions.

History, Organization, and Authorities

Forest Service History, Organization, and Authorities

Summary: The Forest Service, with slightly over 35,000 permanent employees, is the largest agency in the United States Department of Agriculture. Its origins can be traced back to the late 1800's and the mounting public desire to halt exploitation of the Nation's timber resources and protect watersheds and valuable water supplies. Prior to World War II, the Agency's management activities were primarily custodial in nature. In recent years, however, in response to greatly increased demands for the full range of goods and services that the National Forests are capable of providing, and because of growing public concern over a broad array of environmental issues, the Agency has undergone significant change in both the character and direction of its programs and in the composition of its workforce. To meet its management challenges, the Forest Service has a decentralized organizational structure that allows important management decisions to be made at the lowest possible level while simultaneously maintaining effective managerial control and ensuring compliance with all relevant laws and regulations. Additionally, the Agency is making a concerted effort to clearly articulate its mission, vision, and guiding principles to its employees and interested external publics.

Chronology of Change in the Forest Service

The Forest Service has a long and proud history—and has always drawn strength from its roots, values, and traditions. Only the broadest outlines of this heritage can be described here. More complete details are available from a variety of sources, including the following books:

- Steen, Harold K. 1976. The U.S. Forest Service: A History. Seattle: University of Washington Press.
- West, Terry L. 1992. Centennial Mini-Histories of the Forest Service. FS-518. Washington, DC: USDA Forest Service.

Early Years Through 1970

The origins of the Forest Service date back almost as far as the origins of the Department itself. In 1873, 11 years after the Department was established, the American Association for the Advancement of Science recommended the creation of a Federal forestry commission. Three years later in 1876, Congress appropriated $2,000 to employ a Federal forestry agent, and it was from this action that today's Forest Service eventually emerged.

A Division of Forestry was formally established in the Department in 1881. Ten years later, in 1891, the President authorized the setting aside of forest reserves from the public domain. This action was taken in response to the perceived exploitation of timber resources on western public domain lands, and to protect watersheds for the production of irrigation water for the arid West. Initially the forest reserves were managed by the Department of the Interior, but in 1905 this responsibility was transferred to the Bureau of Forestry in USDA. In that same year, the Bureau was renamed as the U.S. Forest Service; and 2 years later, in 1907, the forest reserves were renamed National Forests.

During the early 1900's, Forest Service management activities on the National Forests were largely custodial in nature. Providing fire protection, preventing destructive grazing practices, and reducing timber theft were the three areas of greatest concern. During this period, considerable attention was also focused on extending fire protection to private timber lands, because the lack of such protection was viewed as a major disincentive to improved reforestation. The National Forests contributed very little to the Nation's timber supply.

Some important dates from these early years in the Agency's development include the following:

1908 First Forest Service experiment station established in Arizona.

1910 Forest Products Laboratory established at Madison, Wisconsin.

1911 Weeks Law enacted. This statute authorized the purchase of lands in the watersheds of navigable streams, thus paving the way for the acquisition of National Forest lands in the East. It also authorized matching funds for State forestry agencies, thereby launching the State and Private Forestry program.

1915 Research Branch created.

1924 Clarke-McNary Act enacted, authorizing the purchase of lands outside the watersheds of navigable streams, thereby increasing the potential for acquiring National Forest lands in the East.

The great depression years were a time of significant change on the National Forests. Members of the Civilian Conservation Corps (CCC) carried out the largest reforestation program ever conducted, planting millions of acres of trees. Additionally, tens of thousands of miles of roads and trails were constructed, as were numerous picnic and camping areas, warehouses, and other administrative facilities. These

improvements proved critical to accommodating the outdoor recreation boom that occurred on the National Forests in the post-war period.

With the onset of World War II, the demand for National Forest timber began to increase. Declining private timber harvests were a factor, but even more importantly wood was required for a variety of war-related uses such as packing materials, truck bodies, and barracks construction. This heightened demand continued into the post-war years because of an expanding U.S. population and the reservoir of needs, especially for housing, that had gone unfilled during the depression and wartime periods.

Concurrent with the rise in the demand for timber, the demand for many of the noncommodity uses of the National Forests—e.g., recreation, hunting and fishing, and wilderness—also began to undergo dramatic increases. These changes were precipitated by a shortening of the work week and the growing affluence and mobility of much of American society. The task of satisfying these expanding, and to some degree competing demands, was made more complex by the fact that, by the late 1960's, a significant segment of the public had become seriously concerned about environmental quality. The National Forests were caught up in this concern with the result that the potential environmental impacts of all commodity production activities came under increased public scrutiny.

1970 to the Present

During the time since 1970, when the first "Earth Day" was celebrated, several factors have been impacting upon the Forest Service. Four that stand out as having been particularly important are: (1) the increased demands that have been placed upon the full array of goods and services available from the National Forests, (2) the increased controversy over what constitutes the most appropriate mix of products to provide from the National Forests, (3) the increased public concern about the environmental impacts associated with all land management actions, and (4) the heightened public insistence on greater access to Agency planning and decisionmaking processes. Symptomatic of the pressures created by these factors are several key pieces of Federal legislation that have attempted to minimize controversy by establishing mechanisms that ensure thorough analysis of environmental impacts, comprehensive and integrated program and project planning, and adequate opportunities for public involvement. Some of these laws—the National Environmental Policy Act of 1969 and the Endangered Species Act of 1973—have applied to all Federal agencies, while others—the Forest and Rangeland Renewable Resources Planning Act of 1974 and the National Forest Management Act of 1976—have applied specifically to the Forest Service. Perhaps predictably, however, since many disputes over the use of National Forest resources revolve around fundamental differences in personal values, these various legal and administrative mechanisms have not succeeded in ending controversy.

Some critics of the Forest Service have alleged that the Agency is an entrenched bureaucracy that has almost totally failed to recognize and respond to the need for change. Such a view, however, is not supported by the facts. In truth, the Agency has changed dramatically in recent years, both in the character and direction of its programs and in the composition of its workforce. The following examples are illustrative of the changes that have occurred.

Changes in National Forest System Programs

- Between 1988 and 1992, funding for recreation has increased by more than 50 percent in real dollar terms
- Between 1988 and 1992, funding for fish and wildlife has increased by more than 100 percent in real dollar terms.
- Between 1988 and 1992, the volume of timber offered for sale has dropped from 11.3 to 5.1 billion board feet.
- In 1989, "New Perspectives" was launched to identify more environmentally sensitive ways of managing the National Forests and Grasslands. This year the lessons that were learned are being implemented Servicewide under the "Ecosystems Management" policy.
- Since 1987, use of clearcutting has been significantly reduced, and under directions issued this year future use could decline by an additional 70 percent.
- Under the "Change on the Range" initiative, significant progress has been made towards improving the vegetative conditions of Forest Service rangelands and their associated riparian areas.
- The "Mineral Showcasing" program is illustrative of the environmental sensitivity being afforded mineral and energy developement on National Forest System lands.
- The number of partnerships between the Forest Service, private individuals, organizations, and public agencies under the Challenge Cost-Share Program has grown tremendously, enhancing wildlife habitat and recreation activities in the National Forests.

Changes in State and Private Forestry Programs

- Between 1988 and 1992, in recognition that almost 60 percent of the timber land in the United States is owned by nonindustrial private forest owners, funding for State and Private Forestry was increased by over 80 percent in real dollar terms.
- The scope of cooperative programs has been broadened beyond traditional emphases on timber production, wood utilization, fire protection, and insect and disease control to one that provides multiple use and environmental assistance.
- Under the Forest Stewardship and Stewardship Incentive Programs, nonindustrial private forest owners are being helped, both technically and financially, to actively manage all the resources that occur on their forest lands based on their individual ownership objectives.
- Under the Urban and Community Forestry and Conservation Education Programs, the Agency is reaching out to new constituencies and is building new partnerships.
- Under the Rural Development Initiative, the Agency is striving to help many small communities to diversify and strengthen their local economies.

Changes in Research Programs

- Between 1988 and 1992, in recognition of the vital role that increased scientific knowledge will play as society seeks to resolve the pressing natural resources issues that it faces, funding for forest and grassland related research has been increased by 15 percent in constant dollars.

- The scope of research programs has been broadened beyond traditional emphases on forest inventory, timber management, forest products harvesting, wood utilization, insects and disease, wildlife, and recreation.
- Efforts to develop a better understanding of forest and grassland ecosystems have been intensified through expanded research on such topics as ecological processes, biological diversity, endangered species, and global change.
- Efforts to develop a better understanding of the complex relationships between people and natural resources have been intensified through expanded research on such topics as fire at urban-wildland interfaces, rural development and economic diversification, international trade, and the influences of urban culture on natural resource management.
- Efforts to increase the array of resource options that are available to society have been intensified through increased research on such topics as recycling, development of innovative management systems, and evaluation of resource incompatibilities.

Changes in International Forestry Programs

- Recognizing that many pressing environmental concerns can only be effectively addressed on a global scale, the Agency's international forestry activities have been expanded were beyond the exchange of technical expertise and scientific information.
- The 1991 Farm Bill established a new program area and new Deputy chief for International Forestry.
- The missions of the Institutes of Tropical Forestry and of Pacific Islands Forestry have been substantially broadened so that the knowledge that is gained may be of even greater help to resource managers in many developing countries.
- The Forest Service has increased its cooperation with the U.S. Agency for International Development both in terms of showing how natural resources can effectively contribute to sustainable development and providing disaster assistance around the globe.
- During 1991 and 1992 the Agency – through its active participation in such events as the 10th World Forestry Congress (Paris), the Earth Summit (Rio de Janeiro), and the Centennial Meeting of the International Union of Forestry Research Organizations (Berlin) – made significant progress towards assuming a leadership role in international forestry.

Changes in the Forest Service Work Force

In 1976, the Agency established a civil rights policy that was reaffirmed and strengthened in 1987. In 1990, the Chief established a goal of having in place, by 1995 and beyond, a Forest Service workforce that would reflect the diversity in the national civilian labor force.

- Between 1988 and June 1992, the total number of permanent employees in the Agency grew by 8.8 percent.
- Between 1988 and June 1992, the total number of women in the Agency grew by 37.1 percent.
- Between 1988 and June 1992, the total number of minorities in the Agency grew by 28.9 percent.
- Over the period from 1971 to the present, the number of wildlife biologists, fisheries biologists, and landscape architects has significantly increased. The total number of foresters and civil engineers in the Agency has gone down modestly.

There are many reasons why change has been occurring within the Forest Service. In some instances, information gained through the Agency's public involvement processes has been responsible; in other cases, information gained through the Agency's research efforts has led to change; and finally, in still other instances, change has occurred as a consequence of the constantly evolving attitudes of the Agency's leadership and workforce. Figure 1 highlights some of the ways that the Forest Service has been changing.

Forest Service Organization

The Forest Service's organizational structure is designed to achieve three fundamental objectives. First, to enable the Agency to efficiently carry out its assigned responsibilities. Secondly, to provide for the clear transmission of policy, information, and instructions from the top to the bottom of the organization. Thirdly, to facilitate the free flow of "feedback" information from the field to the headquarters levels of the Agency.

Decentralization is the key principle that underlies the Forest Service's organizational structure. Since its inception, the Agency has strongly believed that, within general policy guidelines, decisions should be made by the on-the-ground managers who have the greatest knowledge of resource options and the strongest contacts with the people who use the National Forests. The Agency has made delegations of authority commensurate with this belief and its organizational form is a combination of line officer positions and functional staffs. To ensure consistency of actions, the Agency has developed a document about its mission, vision, and guiding principles to communicate them to its employees and interested external publics.

Washington Office Organization

In the Washington Office, the executive decisionmaking group is comprised of the Chief, Associate Chief, and six Deputy Chiefs (Associate Deputy Chiefs share duties and responsibilities with the Deputy Chiefs) each of whom oversee a specific Program Area. As shown in figure 2, the six program areas are National Forest System, Research, State and Private Forestry, International Forestry, Programs and Legislation, and Administration. Each program area is, in turn, organized into a number of functional staffs each under the control of a Staff Director. Washington Office Staff Directors assist the executive decisionmaking group by providing information and advice concerning the particular programs that they oversee. Figure 2 shows the specific staffs that presently exist within each program area.

Figure 3 (upper portion) identifies the people who presently occupy the key line and staff positions in the national headquarters. It cannot be included in this printing format.

Field Office Organization

At the field level, the Forest Service is organized under essentially three of the program areas: National Forest System, State and Private Forestry, and Research. Each area has a somewhat different organizational structure.

National Forest System

At the field level, the National Forest System is organized into 9 Regions (numbered 1-6 and 8-10), each led by a Regional Forester; 122 National Forests, each led by a Forest Supervisor; and 630 Ranger Districts, each led by a District Ranger.

The primary responsibilities of the Regional Forester are to

- Translate national policy, including that from the RPA, into Regional direction.
- Oversee and evaluate program and policy implementation within the Region.
- Interact with the States and other Federal agencies.
- Provide consolidated technical support to individual National Forests.
- translate research findings into action; and

The primary responsibilities of the Forest Supervisors are to

- Develop and monitor land management plans.
- Coordinate District short-range plans.
- Perform, on a forestwide basis, any on-the-ground work that requires specialized skills not needed on individual Districts.
- Monitor program quality and accomplishments.
- Provide technical advice and assistance to the Districts.
- Interact with State and county agencies.

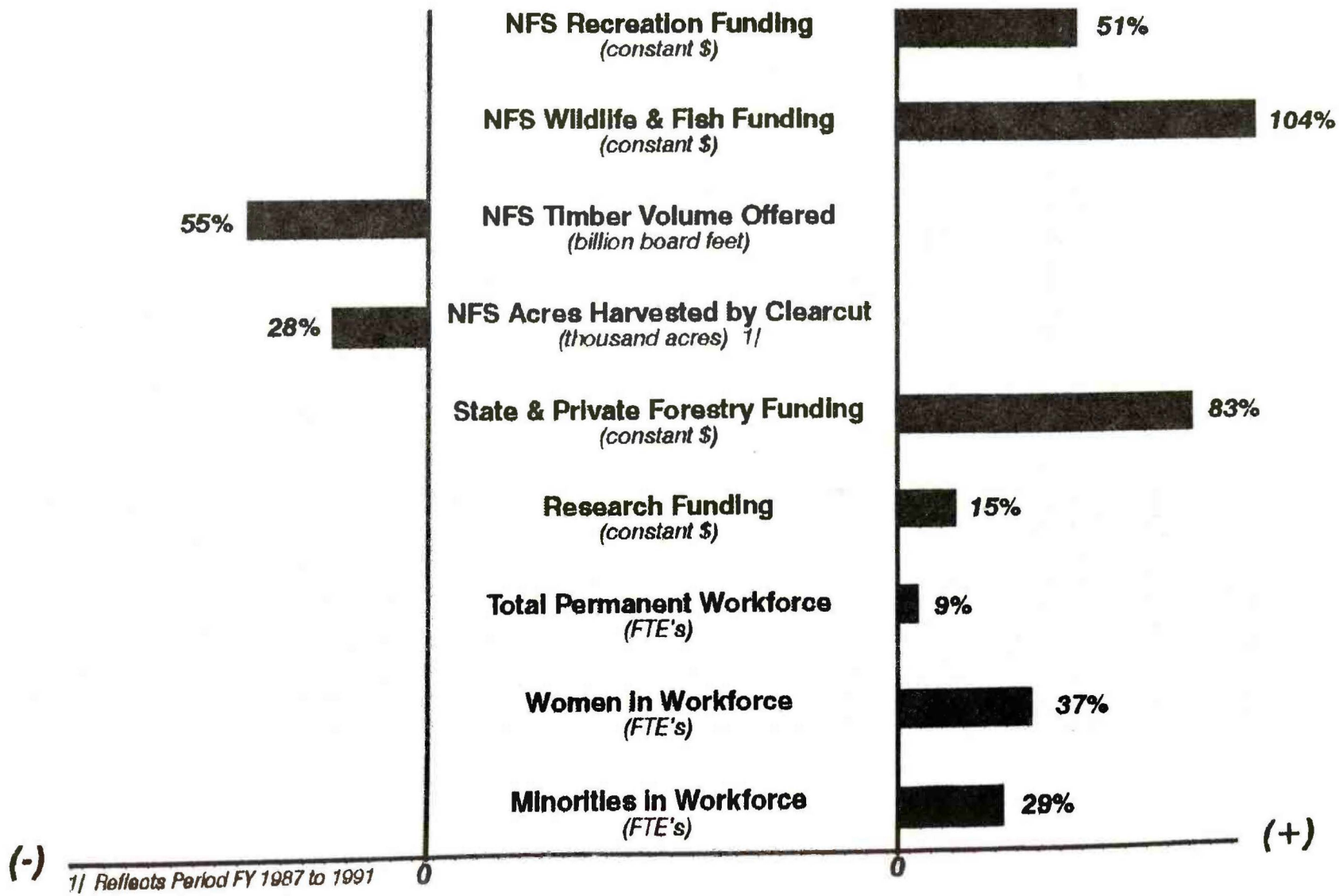
The primary responsibilities of the District Rangers are to

- Implement the land management plans.
- Provide on-the-ground management of human resource programs.
- Provide primary delivery of services to the public.
- Prepare short-term resource management (i.e., project) plans.
- Provide input to the land management planning process.
- Interact with State and county agencies.

Figure 4 shows the present geographical boundaries of the nine Regions and indicates where the headquarters office for each is located.

Some Indicators of Change in Forest Service Programs and Workforce

Percent Change During Period FY 1988 through 1992



State and Private Forestry

At the field level, responsibility for the State and Private Forestry program normally rests with the Regional Foresters. The one exception to this rule is that, in the area encompassed by Eastern Region (9), State and Private Forestry exists as a separate administrative entity under the leadership of the Director of the Northeastern Area, who is located in Radnor, Pennsylvania, at the same facility as the Northeastern Forest Experiment Station headquarters (Figure 5). This differential treatment is a reflection of the large number of nonindustrial private woodland owners who reside in the northeastern states.

The primary responsibilities of the Area Director, and of the Regional Foresters in those parts of the country where they oversee the State and Private Forestry program, are to

- Provide leadership, in coordination with appropriate Regional Offices and Research Stations, for state and private forestry matters.
- Meet Forest Service objectives relating to assisting state and private forest landowners in the development, management, and administration of natural and human resources.
- Through state and private coordinators, accomplish Forest Service objectives associated with coordinated land-use planning and production of goods and services from private, National Forest System, and other public lands.
- Provide technical and financial assistance to states and private cooperators.
- Disseminate to State and private cooperators new research information for use in State and private forestry programs.
- Monitor and evaluate the effectiveness of state cooperative and technical assistance programs.

Research

At the field level, the Research program is administered through eight Experiment Station Directors—who oversee programs of a regional nature. The Director of the Forests Products Laboratory at Madison, Wisconsin—because of the highly specialized nature of the research that is conducted there—oversees only one facility, but its activities are national, and in some respects even international, in scope. Figure 5 shows the geographical boundaries of the areas that fall under the control of each Experiment Station Director and also indicates the location of each Station headquarters. It should be noted that, in an effort to improve certain administrative efficiencies, a proposal has been made to combine the Southeastern and Southern Stations (combined headquarters at Asheville, North Carolina) and the Rocky Mountain and Intermountain Stations (combined headquarters at Denver, Colorado). Such a restructuring would not affect the scope or quality of the Agency's research activities.

Each Station Director is assisted by a group of Assistant Station Directors for Research (one or more), Administration, and Research Management Planning and Applications. These Station leadership teams, in turn, oversee and support the activities of a number of individual Research Work Units (RWU's), each led by a Project Leader. For the most part, it is within these RWU's where the actual research is done. One exception is that sometimes, to facilitate effectively addressing particularly pressing problems where there is also an urgent need to ensure prompt

technology transfer, a Research Program will be established. Such programs are administered by a Program Manager. Great care is taken to ensure that all research activities, which are presently being conducted by over 700 scientists working in 72 separate laboratories, address high priority concerns and are complementary, not duplicative.

The primary responsibilities of the Research Station Directors are to

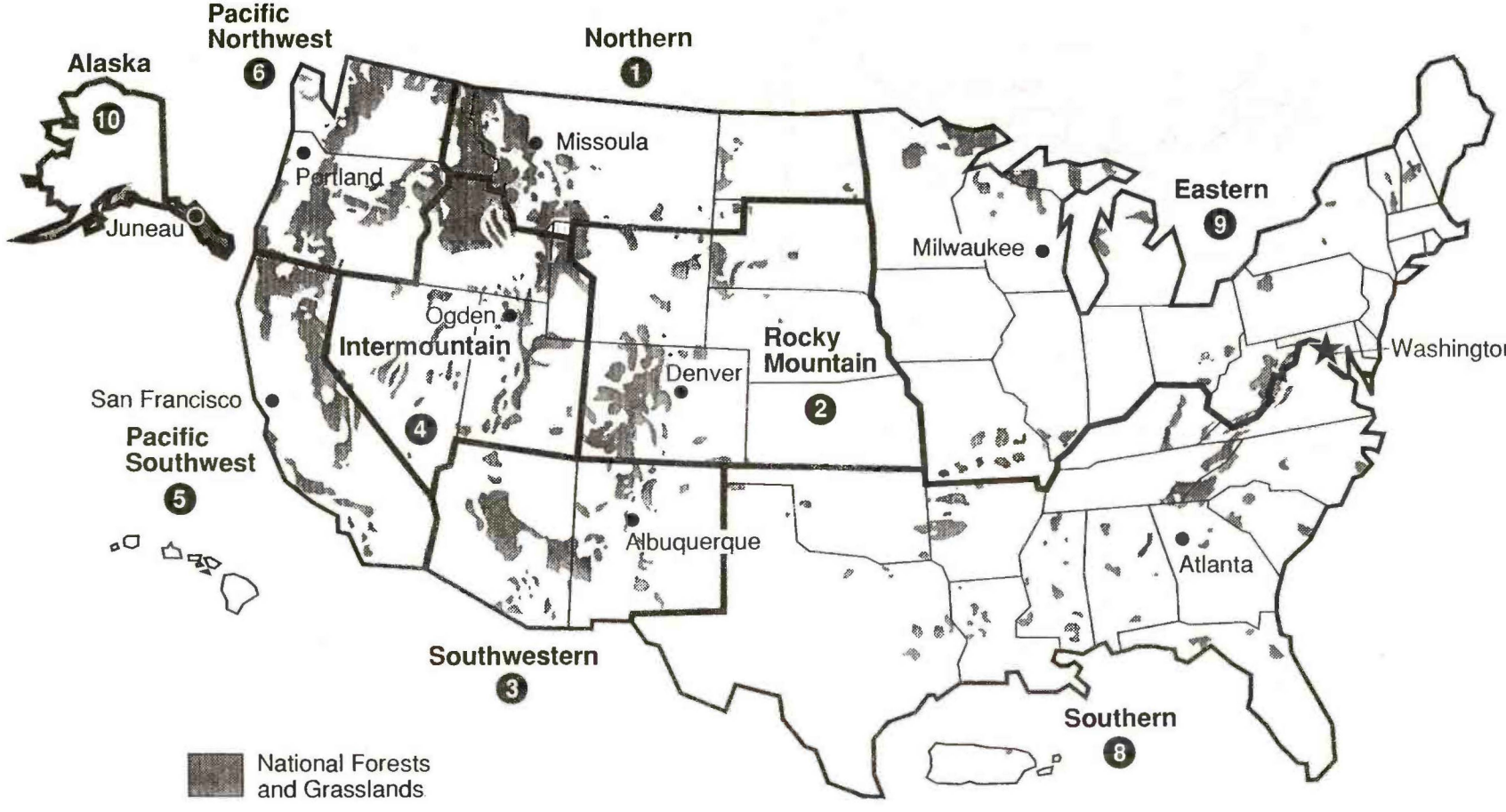
- Provide overall leadership in meeting the Forest Service's research objectives within the geographical area that the Station serves.
- Coordinate research program development with appropriate Regions, the Area, and other Stations.
- Advise the Chief concerning new research needs and requirements.

- Coordinate Station multinear and short-range planning.
- Establish standards and systems for controlling and evaluating the quantity and quality of research accomplishments.

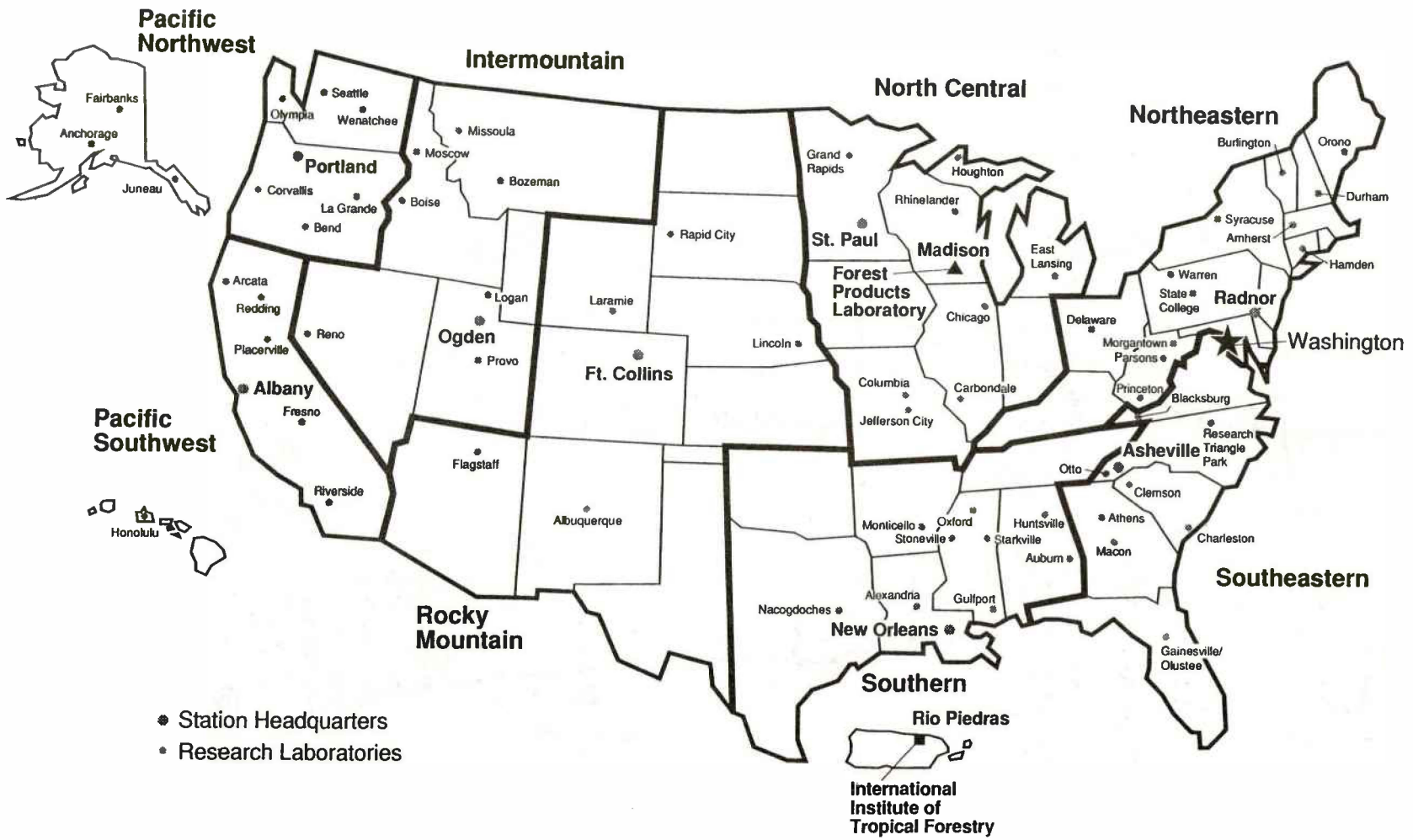
The primary responsibilities of the Research Work Unit leaders are to

- Plan research programs and activities that address unresolved issues in their assigned problem areas.
- Prepare problem analyses and study plans.
- Conduct approved research programs and activities.
- Prepare manuscripts documenting the results of the research that has been conducted.

The principal reason why the research field structure differs from that for the National Forests is that Research Station boundaries have been designed to coincide with variations in the geographical ranges of naturally occurring ecosystems – not to reflect what would be most administratively convenient. Secondarily, not putting Research under the direction of the Regional Foresters helps to ensure the autonomy of the Agency's scientists.



History, Organization, & Authorities, Figure 4. Geographical Boundaries of Each National Forest System Region and of the Northeastern Area.



History, Organization, & Authorities, Figure 5. Geographical Boundaries of the Areas Served by Each Forest Service Experiment Station.
(As previously noted, a proposal has been made to combine the Southeastern with the Southern Station and the Rocky Mountain with the Intermountain Station.)

Major Statutory Authorities

The Forest Service operates under a wide array of statutory authorities. Some of these authorities apply to all Federal agencies, and others just to the Forest Service. Of those that apply exclusively to the Forest Service, some impact all Agency programs and others only specific program areas. The sections below review the key provisions of some of the more important of the legislative authorities that affect Forest Service operations.

All Forest Service Programs

Three statutory authorities that have important implications for all Forest Service programs are: (1) the National Environmental Policy Act of 1969, (2) the Endangered Species Act of 1973, and (3) the Forest and Rangeland Renewable Resources Planning Act of 1974. Some key provisions of each of these laws are highlighted below.

National Environmental Policy Act of 1969 (Act of January 1, 1970; 83 Stat. 852).

- Requires Federal agencies to use a systematic, interdisciplinary approach in planning and decisionmaking which may impact the environment.
- Requires each Federal agency to document environmental impacts, alternatives, and irreversible and irretrievable commitments of resources for all proposed Federal actions significantly affecting the quality of the human environment. This documentation is done with Environmental Impact Statements and Environmental Analyses.

Endangered Species Act of 1973 (Act of December 28, 1973; 87 Stat. 884).

- Establishes guidelines used by the Secretary of the Interior (Fish and Wildlife Service) or the Secretary of Commerce (National Marine Fisheries Service), to determine whether a plant or animal species is "endangered" or "threatened".
- Defines "endangered species" to mean any species which is in danger of extinction throughout all or a significant portion of its range.
- Defines "threatened species" to mean any species which is likely to become endangered within the foreseeable future throughout all or a significant portion of its range.
- Requires all Federal agencies to ensure, in consultation with the Fish and Wildlife Service or the National Marine Fisheries Service, that their actions are not likely to jeopardize the continued existence of any endangered species or threatened species or result in the destruction or adverse modification of the habitat of such species.

Forest and Rangelands Renewable Resources Planning Act of 1974 (Act of August 17, 1974, 88 Stat. 476, as amended)

- Requires a Renewable Resource Assessment every 10 years that includes present and anticipated uses, demand for, and supply of renewable natural resources; foreign trade interrelationships; an inventory of present and potential renewable resources; and a discussion of important policy

considerations. The Assessment is to cover all the renewable natural resources of the United States, regardless of land ownership.

- Requires a Renewable Resource Program every 5 years that outlines the management and administration of all Forest Service programs in relationship to the findings of the Assessment. The Program must be consistent with the principles set forth in the Multiple-Use Sustained-Yield Act of 1960 and the National Environmental Policy Act of 1969.

National Forest System

Two statutory authorities that have important implications primarily for Forest Service management of National Forest System lands are the Multiple-Use Sustained-Yield Act of 1960, and (2) the National Forest Management Act of 1976. Some key provisions of these two laws are highlighted below.

Multiple-Use Sustained-Yield Act of 1960 (Act of June 12, 1960; 74 Stat. 215).

- Requires that the National Forests be administered for outdoor recreation, range, timber, watershed, and wildlife and fish purposes.
- Authorizes development and administration of the renewable surface resources of the National Forests for multiple use and sustained yield.
- Defines "multiple use" to mean the management of all the various renewable surface resources of the National Forests so that they are utilized in the combination that will best meet the needs of the American people.
- Defines "sustained yield" to mean the achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the National Forests without impairment of the productivity of the land.

National Forest Management Act of 1976 (Act of October 22, 1976; 90 Stat. 2949, as amended).

- Amends the Forest and Rangelands Renewable Resources Planning Act of 1974 and establishes a comprehensive framework for land and resource management planning within the National Forest System.
- Requires one integrated plan for each unit of the National Forest System (Forest Plan) that is to be revised at least every 15 years.
- Requires that Forest Plans be prepared by interdisciplinary teams and that the public have opportunities to participate during the development, review, and revision of Forest Plans.
- Requires that Forest Plans provide for diversity of plant and animal communities and that the plans be consistent with the Multiple-Use Sustained-Yield Act of 1960 and the National Environmental Policy Act of 1969.
- Establishes criteria for the harvesting of timber from National Forest System lands that include requirements for reforestation and watershed protection.

State and Private Forestry

A primary statutory authority for many of the Forest Service's current program activities in State and Private Forestry is the Cooperative Forestry Assistance Act of 1978, as amended by the 1990 Farm Bill. Some key provisions of these laws are highlighted below.

Cooperative Forestry Assistance Act of 1978 (Act of July 1, 1978, 92 Stat. 365) as amended by the Food, Agriculture, Conservation and Trade Act of 1990 (Farm Bill; Act of November 28, 1990; 104 Stat. 3359).

- Authorizes cooperation and assistance to non-Federal forest landowners in rural forest management, urban and community forest management, timber production, insect and disease control, rural fire prevention and control, forest management planning, and technology implementation.
- Authorizes a forest stewardship program and a stewardship incentive program, including technical assistance and cost sharing for nonindustrial private forest landowners to encourage them to more actively manage their forest resources.
- Authorizes a forest legacy program, including the acquisition of land, conservation easements, and rights of public access to protect forest areas threatened by conversion to nonforest uses.
- Authorizes financial assistance to State Foresters and others to monitor forest health and protect forest lands.
- Authorizes cost-share assistance to States, subdivisions of States, and others to implement integrated pest management strategies on non-Federal lands.
- Authorizes urban and community forest resources education and technical assistance, competitive challenge cost-share forestry projects in urban and community areas, and urban and community tree planting and management programs.
- Authorizes financial, technical, and related assistance to State Foresters, and through them to other Agencies and individuals, including rural volunteer fire departments, to conduct preparedness and mobilization activities.
- Authorizes establishment of Federal and State Coordinating Committees to advise on State and Private Forestry issues.

Research (related to forests and grasslands within the United States)

A primary statutory authority for many of the Forest Service's current domestic research activities is the Forest and Rangelands Renewable Resources Research Act of 1978, as amended by the 1990 Farm Bill. Some key provisions of these laws are highlighted below.

Forest and Rangelands Renewable Resources Research Act of 1978 (Act of June 30, 1978; 92 Stat. 353) as amended by the Food, Agriculture, Conservation and Trade Act of 1990 (Farm Bill; Act of November 28, 1990; 104 Stat. 3359).

- Provides authority to conduct, support, and cooperate in investigations, tests, and other activities necessary to obtain, analyze, develop, demonstrate, and disseminate scientific information about protecting, managing, and

utilizing forest and rangeland resources in rural, suburban, and urban areas of the United States.

- Authorizes competitive research grants and advance of funds to cooperators and grantees.
- Authorizes development and implementation of improved methods of survey and analysis of forest inventory information.
- Authorizes research studies and other activities deemed necessary to evaluate renewable resource management problems associated with urban-forest interfaces, to assess effects of changes in Federal revenue codes on private forest management and investment, and to develop improved delivery systems for information and technical assistance provided to private landowners.
- Authorizes an expanded wood fiber recycling research program.
- Authorizes a forestry student grant program for minority and female students.

International Forestry (including research applicable outside the United States)

Two statutory authorities that have had major impacts on the Forest Service's activities in the area of International Forestry, including the scope of our research efforts with potential for application outside the United States, are: (1) the International Forestry Cooperation Act of 1990; and (2) the Food, Agriculture, Conservation, and Trade Act of 1990 (Farm Bill). Some key provisions of these two laws are highlighted below.

International Forestry Cooperation Act of 1990 (Act of November 5, 1990, 104 Stat. 2070).

- Authorizes support (including cooperation and financial and technical assistance without reimbursement) for international forestry and related natural resource activities outside the United States and its territories and possessions with a focus on those countries that could have a substantial impact on emissions of greenhouse gases related to global warming.
- Authorizes support of the Tropical Forestry Action Plan and activities specifically addressing tropical deforestation and degradation.
- Authorizes expansion of the capabilities of the Institute of Tropical Forestry in Puerto Rico.

Food, Agriculture, Conservation, and Trade Act of 1990 (Farm Bill) (Act of November 28, 1990, 104 Stat. 3359).

- Authorizes establishment of an International Forest Products Trade Institute to increase the competitive position of forest industries of the northeastern United States as major producers of international forest products.
- Authorizes studies on emissions of methane, nitrous oxide, and hydrocarbons in relation to tropical and temperate forests and how these interrelationships may affect global climate change.

- Authorizes the establishment of an Office of International Forestry within the Forest Service.
- Authorizes the Institutes of Tropical Forestry and of Pacific Islands Forestry to conduct research on management and development of tropical forests.
- Authorizes biomass energy demonstration projects and interagency cooperation with the Department of Defense to maximize biomass growth.

Description of Programs

Forest Service Research
State and Private Forestry
Management of the National Forest System
- Recreation/Wilderness
- Fish and Wildlife
- Soil, Water, and Air
- Timber
- Minerals
- Range
- Real Estate Management
- Special Uses
- Infrastructure

International Forestry
Human Resources and the Forest Service Workforce
- Job Corps Civilian Conservation Centers
- Senior Community Service Employment Program
- Youth Conservation Corps
- Volunteers in the National Forests
- Touch America Program
- Hosted Programs
- Take Pride in America
- Los Angeles Employment Program

Key Statistics

Description of Programs

Summary: The Forest Service has the Federal responsibility for national leadership in forestry and a growing role in international forestry activities. The Draft Mission, Vision, and Guiding Principles of the Forest Service are carried out through an integration of programs in five major areas: research, State and private forestry, management of the National Forest System, international forestry, and management of human resources and the workforce. The primary purpose of Forest Service programs is to provide maximum benefits to the public through proper management and use of renewable natural resources in the Nation's forests and grasslands. These benefits take the form of clean water, a high-quality environment for outdoor recreation, energy and minerals, preserving wilderness, producing forage for grazing livestock, abundant fish and wildlife, and wood and paper products. The Forest Service research and State and private forestry assistance programs provide scientific information and technological assistance to help the Forest Service and other landowners and managers (governmental and private) provide these benefits for themselves and all Americans. All are essential and contribute to the social and economic well-being of Americans by supporting the creation of jobs, providing revenues that help maintain healthier local and national economies, and creating a quality environment in which to live, work, and play.

The development of human resources is a valuable part of the Forest Service mission. The Forest Service administers and hosts programs that provide work, training, and education to the unemployed, underemployed, elderly, young, and others, while simultaneously accomplishing high-priority conservation work.

Forest Service Research

Forest Service Research serves society by providing elements of the scientific foundation needed to protect, manage, and use the natural resources of the United States and other regions of the world. It provides information and technology needed to assure the productivity, health, diversity, and sustainable development of the Earth's forest and grassland ecosystems.

Over the past 5 years, the organization has evolved a view of the future and implemented a strategy for sustainable development. To accomplish this, Forest Service Research works with partners—science agencies, universities, and private and public organizations—who are dedicated to doing research and promoting science to serve people's needs. It also works for and with users— policy makers, natural resource managers, educators, and industries and other producers—who represent people and their needs.

Two complementary national strategic plans provide guidance for research-the Secretary of Agriculture's 1990 Resources Planning Act Program and the Forest Service's Strategy for the 90's for USDA Forest Service Research. The 1990 Resources Planning Act Program calls for "sound resource management, technological advances, and new scientific information ... essential to meeting current and future resource needs." The Strategy for the 90's reinforces this by recognizing that future trends of expanding populations, increasing competition for the use of natural resources, and increasing public concern for the environment call for "increased information and multidisciplinary approaches to solve natural resource management, use, and policy development problems." At the same time the National Academy of Science's National Research Council released its report "Forestry Research: A Mandate for Change," which concludes that "forestry research must...broaden its scope if societal issues are to be addressed adequately." Taken together, these three reports provide consistent direction for Forest Service Research programs in 1993 and beyond. Forest Service Research's focus is to develop and communicate broadly applicable knowledge to solve problems in three interrelated research areas:

- **Ecosystems** People talk a lot about ecology, but our knowledge of forest ecology is far from complete. Research topics in this field include ecological processes, biological diversity, endangered species, global change, atmospheric deposition, surface and ground water pollution, reforestation, and tropical forestry.
- **Relationships between people and natural resources** The human component is one of the most difficult problems managers of public land have to deal with. Research topics in this field include the socioeconomic aspects of fire at the urban-wildland interface, rural development and diversification, international trade, understanding relationships of people and natural resource, differences in values held by user groups, and influences of urban culture on natural resource management.
- **Expanding resource options** Natural resource managers are looking for innovative approaches to meet the increasing demands for wood products and their uses. We will study innovative silvicultural systems and practices, particularly those designed to increase the enjoyment and protection of water, fish, wildlife, and recreation resources of forests and grasslands. Research to improve utilization efficiency and recycling of wood products will also be emphasized.

The Forest Service is a member of the International Union of Forestry Research Organizations (IUFRO). Forest Service Research supports international forestry through cooperation with other U.S. agencies, the United Nations, and direct collaboration with scientists in foreign countries. It supports the Agency's philosophy of using an ecological approach to management by focusing research efforts on biological diversity questions and other practical applications useful in forest

planning and management. Forest Service Research is focused on addressing land managers' needs through independent research and subsequent technology transfer.

State and Private Forestry

State and Private Forestry programs provide protection for natural resources from fire and pests and also technical and financial assistance to improve management of State and private forest, range, and urban lands. The programs are accomplished through partnerships with private and public organizations to meet the present needs and project future needs of Americans. Cooperators include the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, the Commonwealth of the Northern Mariana Islands, the Trust Territory of the Pacific Islands, other territories and possessions of the United States, private landowners, Indian Tribes, Alaska Native groups, and the international community.

State and Private Forestry programs:

- Help protect non-Federal wildlands from damaging fire, insects, and diseases; and reduce losses of timber, tree growth, and quality of wood products.
- Provide fire protection on all National Forest System lands and assist other Federal agencies by providing well-trained employees and equipment for detection, prevention, presuppression, and suppression of fires and modification of fuels (brush, dead trees, etc.).
- Provide insect and disease protection on National Forest System and all other Federal lands by providing technical assistance and advice for prevention, detection, and evaluation activities, and funding pest suppression and eradication, as appropriate.
- Assist landowners, State and local partners, and industry to derive varied benefits from their land by emphasizing multiple use and an ecological approach to management through stewardship, tree planting, soil and water protection, efficient harvesting, improved processing, and better marketing.
- Transfer results of forestry research and other knowledge to landowners and other cooperators to improve forest resource development, protection, management and utilization in both rural and urban areas.
- Coordinate and disseminate information pertaining to forest pest management, fire protection, forest management and utilization (including recycling), and special projects to encourage better use of available resources.
- Work to help diversify rural communities and stimulate the growth of their economies.
- Assist in the recovery of areas struck by natural or economic disasters by providing training, employment opportunities, and technical and financial assistance.
- Raise public awareness of and appreciation for natural resources.
- Provide technical assistance and matching grants to municipalities and citizens nonprofit tree organizations in planting, protecting, improving and enhancing trees, forests, and other greenspace in cities and communities.

Management of the National Forest System

The Forest Service manages about 191 million acres of public land (about 8½ percent of the entire land area in the United States) in 44 States, Puerto Rico, and the Virgin Islands. These public lands, known collectively as the National Forest System, encompass 156 National Forests (organized in 122 administrative units), 20 National Grasslands, and 10 Land Utilization Projects. The natural resources on these lands are some of the nation's greatest assets and have major economic and environmental significance for all Americans.

National Forest System lands are managed for a wide array of values, uses, and products. National Forest System lands provide a wide variety of recreation opportunities, a diversity of fish and wildlife, various wood-fiber products, forage for wildlife and domestic livestock, and energy and minerals. With good management, these lands also provide sustained flow of quality waters, and healthy, productive forests.

National Forest System lands contain almost half of all the softwood sawtimber inventory in the United States and provide considerable quantities of timber for our Nation. This timber is harvested from about 57 million acres of National Forest System lands that are administratively classified as suitable for timber production. The energy and mineral resources on National Forest System lands also contribute significantly toward meeting the Nation's needs for hard rock minerals, coal, oil, gas, and geothermal resources.

As directed by the Multiple-Use Sustained-Yield Act of 1960, the National Forest System is managed using the principle of multiple use, that is, the combination of uses and natural resource outputs that best meets the demands and needs of the American people. Recently, the Forest Service has emphasized its commitment to the multiple-use management philosophy, but with concurrent commitment to environmental values and the maintenance of ecosystem functions.

Recreation/Wilderness

The National Forest System is the largest single supplier of public outdoor recreation in the Nation. Each year, over 40% of all recreational use of Federal lands occurs on National Forest System lands. In 1991, the National Forest System hosted more than 597 million visitors, which equates to 279 million visitor-days (a recreation visitor-day is 12 visit-hours by one person or more). The National Forests provide the opportunity to experience a wide spectrum of outdoor activities. Some of the unique features and opportunities on National Forest System lands include:

- About 34 million acres of congressionally designated wilderness.
- Over 18,000 developed facilities in a variety of settings and locations.
- About 116,000 miles of trails, including National Scenic and National Recreation Trails.
- Over 4,300 miles of National Wild and Scenic Rivers.
- Forty-two legislatively established National Recreation Areas, totaling more than 7 million acres.
- One-hundred and sixteen National Scenic Byways covering about 6,000 miles in more than 30 States.

Fish and Wildlife

The National Forest System provides the Nation with valuable fisheries and wildlife habitat resources that are vital to the Nation's lifestyle, values and economy. The National Forest System provides diverse habitats for more than 3,000 species of mammals, reptiles, fish and amphibians and more than 3,000 rare plants. The Agency manages habitats to produce wildlife and fish; protect threatened, endangered, and sensitive species; maintain and protect healthy ecosystems; and provide recreational opportunities for hunters, anglers, amateur naturalists and lepidopterists, photographers, and all other National Forest users.

The Forest Service's fish and wildlife resources include the following unique features:

- World-class fisheries resources of 2.2 million lakes and reservoirs, 128,000 miles of fishable rivers and streams, and 16,500 miles of coast and shoreline.
- Habitat for at least 235 plant and animal species listed as either threatened or endangered (or about 33% of all currently listed species).
- Habitat managed for over 2,200 species identified as sensitive and needing special management considerations to prevent future listing.
- About half of the elk habitat in the United States.

Soil, Water, and Air

Much of the Nation's water supply flows from National Forest System lands located at the headwaters of major river systems. Healthy watersheds are critical for continued production of goods and services, for maintaining healthy ecosystems, for sustaining current populations, and for supporting future growth.

The Forest Service cooperates with other agencies in gathering and sharing information on National Forest System lands. These activities include water supply inventories, flood forecasting, air, soil and water surveys, and monitoring the information at Forest Service weather stations.

The Forest Service is responsible for managing resources and activities in compliance with requirements of the Clean Air Act. This involves maintaining air quality at or above established standards and protecting air quality related values from damage resulting from air pollution, particularly in the 88 federally designated wildernesses on National Forest System lands.

Timber

The National Forest System contains 47 percent of the Nation's standing sawtimber inventory. In FY 1992, the Forest Service sold almost 4.46 billion board feet of timber and nearly 7.3 billion board feet were harvested from National Forest System land. The amount of timber being offered from National Forest System lands has shown a steady decline in recent years, due to management actions in response to environmental concerns about old-growth forests, threatened and endangered species (such as the northern spotted owl and red-cockaded woodpecker), and actions related to administrative appeals and litigation.

Minerals

Exploration, development, and production of energy and minerals resources from the National Forest System contribute to the growth and security of the Nation, provide locally significant employment (usually in rural communities), and raise revenues for the United States Treasury. This program is directed at maximizing these benefits while ensuring that development is conducted in an environmentally acceptable manner and that land is restored to a productive condition. In 1991, nearly 12 million acres of National Forest System land were under lease for oil and gas activities. There are also about 7,000 active mining sites on National Forest System lands for locatable minerals such as gold, silver, copper, and zinc and over 1,000 pits and quarries that provide common variety minerals such as sand, gravel, stone, and pumice.

Range

The Forest Service manages approximately 50 million acres of rangeland (in 33 States) that are open to grazing by permitted livestock. Management of rangeland in the National Forest System reflects an ecosystem perspective emphasizing restoration and the long-term health of the land. Riparian area restoration, watershed protection, maintenance of soil productivity, and improvement of rangeland condition are high priorities. The conditions of rangelands are maintained and improved by a variety of means including the removal of wild horses and burros. The Forest Service also works with affected landowners to control noxious weeds that infest National Forest System and adjacent lands.

Real Estate Management

Providing an identifiable, accessible, and manageable public land base is essential in fulfilling our stewardship responsibilities for National Forest System lands. There are approximately 39 million acres of land in private, corporate or State ownership within National Forest System boundaries. The Forest Service purchases land primarily for recreation and wilderness inholdings, and to protect scenic wonders, archeological sites, special habitats, and sensitive ecosystems. Land exchanges between the National Forest System and other ownerships are designed to improve administration and produce cost savings. Acquisitions of rights-of-way from adjoining private landowners provide necessary access to National Forest System lands for resource management activities and public use.

Special Uses

The special-use program authorizes and monitors the use of National Forest System land by Federal, State, and local agencies; private industry; and individuals. The primary objectives of effective special-use management are to authorize uses that serve the interest of the American people, assure compatibility with other uses and natural resources, and ensure that fair market value is collected for the uses that occur on National Forest System lands. There are currently more than 51,000 nonrecreation and 20,000 recreation special-use authorizations on National Forest System lands encompassing over 100 different types of activities. The Forest Service permits appropriate activities ranging from firewood, plant, and Christmas tree collection to cabins and ski resorts to outfitters and guides for rivers and

trails. About $33 million was collected in recreation and nonrecreation special use fees in FY 1991.

Infrastructure

The Forest Service infrastructure refers to the facilities, utilities, and transportation systems needed to meet public and administrative needs. The general public is the major user of the National Forest System roads, primarily for recreation purposes. Roads and a variety of structures are essential to the management, protection, and utilization of the National Forest System, and to the accomplishment of resource programs funded by annual budgets. The Forest Service infrastructure features the following assets:

- About 367,000 miles of maintained roads.
- About 16,000 buildings used for fire and administrative purposes.
- Over 8,000 road bridges and about 3,000 trail bridges.
- Ownership of over 1,000 dams and administration of permits for another 2,200 dams.
- Ownership of approximately 16,000 vehicles and 2,000 pieces of specialized equipment.

International Forestry

The Forest Service will continue to increase its international activities to meet global environmental challenges and respond to requests for assistance from other U.S. agencies and international organizations. Forest Service international forestry activities include technical assistance in natural resource management and protection to other countries, assisting in response to natural disasters abroad, cooperative research and technical exchange with other countries, support to international organizations, and assistance in the development of United States and global natural resource policies.

The Forest Service has recently established an International Institute of Tropical Forestry (IITF) at Puerto Rico. The personnel, organization, and resources of the existing Institute of Tropical Forestry, the Caribbean National Forest, and the Luquillo Experimental Forest will be mobilized and restructured to implement this proposal. The centerpiece of the IITF will be a new International Center for Tropical Forest Information. The IITF will also expand its focus beyond the traditional research role of the Institute of Tropical Forestry. It will become an international center of excellence for training, technology transfer, demonstration, and international cooperation in sustainable tropical forest management.

Tropical forestry research is carried out at the Luquillo Experimental Forest in Puerto Rico, the Institute of Pacific Islands Forestry in Hawaii, and the Forest Products Laboratory in Madison, Wisconsin. These institutions are conducting research on reforesting cutover areas by both artificial and natural regeneration, managing mature and secondary forests, recovery of threatened wildlife species, agroforestry research for tropical island environments, and utilization of tropical woods.

Since 1980, the Forest Service has had an ongoing program of technology transfer to tropical countries. Forest Service assistance to tropical countries is provided through the Tropical Forestry Program (TFP), USAID, and international bodies such as the Food and Agriculture Organization (FAO) of the United Nations. The Forest Service also assists the FAO, the World Bank, International Tropical Timber Organization (ITTO), and other international organizations by advising on forestry program development and implementation in tropical countries.

The Forest Service role in temperate and boreal zone countries continues to grow. Negotiations are underway to form a boreal forest network of institutions in Canada, the Scandinavian countries, several republics of the former Soviet Union, Alaska, and other northern portions of the United States. The Forest Service also provides scientific information through the USDA Office of International Cooperation and Development (OICD), which reimburses partial costs of scientific and technical exchanges, contacts, and joint research with some 30 countries. Information development and exchange on forest relationships to global warming, cumulative watershed effects, and the effects of nutrient cycling on long-term site productivity is currently being emphasized.

Human Resources and the Forest Service Workforce

The Forest Service employs a professional and diverse permanent workforce and participates in a number of special human resource programs that employ, train, and educate specific groups of people. In 1991, the Forest Service employed 34,861 full-time and 13,821 part-time or temporary workers (about 38% of all USDA staff years). Striving for a diverse workforce, the Forest Service employs 13,960 women, 1,631 Native Americans, 485 Asian/Pacific Islanders, 1,425 African Americans, and 1,794 Hispanic Americans. Human Resource Programs provide a significant part of the Forest Service's workforce and accomplishment. The Agency has has either initiated or participates in the following programs.

Job Corps Civilian Conservation Centers

Young men and women receive training in vocational skills, basic education, and social development, improving the job qualifications and employment prospects of enrollees. Over 9,200 young men and women are expected to participate in this program during 1992.

Senior Community Service Employment Program

The Senior Community Service Employment Program provides part-time employment, along with training to upgrade present skills and introductions to new skills, for persons age 55 or older with qualifying income levels. It employed 5,730 senior citizens in 1990.

Youth Conservation Corps

This summer employment program is for young men and women (ages 15 through 18) who work, learn, and earn together on projects that further the development and conservation of natural resources in the United States. In FY 1992, about 1,292 young people participated in this program.

Volunteers in the National Forests

The Volunteers Program provides assistance in natural resource protection and management programs at nominal cost by offering individuals, sponsored groups, and organizations the opportunity to contribute their talents and services towards achieving resource program objectives. In 1991, 94,585 volunteers contributed their efforts to the Agency, resulting in work valued at $33,800,000.

Touch America Program

This component of the volunteer program provides greater opportunities for youth (ages 14 to 17) to gain work experience and environmental awareness while working on public lands.

Hosted Programs

The Hosted Programs provide work opportunities for programs administered by other governmental agencies and non-profit organizations.

Take Pride in America

Take Pride in America is a national public awareness campaign that encourages careful stewardship of our Nation's outstanding natural and cultural resources.

Los Angeles Employment Program

This program helps provide employment to those who lost jobs in the wake of the urban unrest that occurred in April 1992.

Key Statistics

The Forest Service is one of the few Federal agencies that generates revenues for the U.S. Treasury. In 1991, the Forest Service collected $1.44 billion, a reduction of 18% compared to receipts from 1990. These receipts were collected from the sale and use of products and services on National Forest System lands; from gifts, donations, and bequests; and from licensing programs (Woodsy Owl and Smokey Bear). The Forest Service had $2.95 billion in obligations in 1991, which included $2.2 billion in operating costs.

Some significant accomplishments of the Forest Service in FY 1992 included the following:

- 34 million acres of wilderness managed
- 43,919 wildlife structures built
- 543,963 acres of wildlife habitat improved
- 2,768 research studies published
- 20,239 stewardship plans developed through Agency assistance
- 164,697 woodland owners assisted
- 4,157 range structures constructed
- 108,307 acres of forage improved

- 5.1 billion board feet of timber offered for sale
- 484,887 acres of trees planted
- 353,024 acres of timber stands improved
- 36,201 acres of soil and water resource conditions improved
- 26,631 mineral cases and leases processed
- 2,103.2 miles of trails constructed
- 4,566 miles of road constructed or reconstructed
- 595,207 acres of fuel treatment (fire protection-related) completed
- 150,154 acres of land acquired
- 4,075 miles of landline location work completed

Budget, Partnership, and Workforce Information

Budget, Partnership, and Workforce Information

Summary: The total appropriated Forest Service budget of over $2.3 billion in FY 1993 is similar in size to recent years' budgets, but the program composition has changed in important ways. About 56 percent or $1.3 billion of the appropriated budget is for management of the National Forest System. This is split among about 15 program areas, with funding for the largest resource programs (recreation and timber sales) receiving 18 and 17 percent of the total budget. Forest Service Research and State and Private Forestry programs receive about 8 and 7 percent, respectively.

During the past few years, significant changes have occurred in the funding mix for Forest Service programs. Since 1986, funding for soil, air, and water programs almost doubled; funding for fish and wildlife programs quadrupled; and funding for the Threatened and Endangered Species program grew by a factor of 10. Conversely, funding for timber sales declined significantly.

The Forest Service, in order to augment increasingly tighter Federal funding and provide better customer service, has formed Challenge Cost-Share partnerships with individuals, corporations, organizations, and public agencies. The program has grown from completion of $2.5 million in fish and wildlife habitat improvement projects in FY 1986 to over $62 million in fish, wildlife, recreation, wilderness, and cultural resource enhancement projects in FY 1992.

The Agency's workforce consists of more than 35,000 permanent employees as well as a relatively large temporary workforce during the summer. Representation of minorities and women in the permanent workforce is approximately 15 and 40 percent, respectively.

The following sections use tables and graphics to summarize information on the Agency's budgets, partnership efforts, and workforce. They compare FY 1992 and 1993 enacted appropriations, the FY 1994 current service budget level, and historical budget, output and workforce information.

Budget

Past changes in Administration have often resulted in some proposed adjustments to the current year budget (FY 1993). Past outgoing administrations have transmitted policy budgets for the upcoming fiscal year (FY 1994 in this case). The current outgoing administration has departed from this practice. Instead, a baseline budget for FY 1994 (1993 appropriations inflated) will be prepared. Consequently, the incoming administration will have the responsibility of deciding the total size and content of the FY 1994 budget.

Fiscal Year 1993

The Forest Service appropriation for FY 1993 was passed by Congress on September 30, 1992. Approximately 56 percent of the $2.3 billion appropriated budget is for management of the National Forest System, about 8 percent for Forest Research, and almost 7 percent for State and Private Forestry programs. Appropriations for construction, fire protection, emergency firefighting, and land acquisition are approximately 11, 8, 8, and 3 percent of the total budget, respectively.

Almost 18 percent of the FY 1993 National Forest System budget of $1.3 billion is for recreation use management, while nearly 17 percent is for timber sales. Approximately 9 percent of the budget is for wildlife and fish programs, while over 5 percent will be used for soil, water, and air activities. Another 20 percent will be used in the minerals' real estate management; range management; and road, trail, and facility maintenance programs. The remainder will fund general administration, reforestation, law enforcement, and some other smaller programs.

The 1993 total appropriation was about 4 percent smaller than the Agency's 1992 budget (before inflation) when the emergency firefighting fund amounts are not included. The 1992 and 1993 Appropriation Acts continued the Agency's commitment to multiple use, as expressed in the Mission and Vision Statement, with a strong emphasis on implementation of the 1990 RPA program themes (see the Strategic Planning section). Funding for the Forest Service in FY 1993 has continued the shift in the balance among commodity and noncommodity outputs, strengthened some aspects of the State and Private Forestry programs, and continued a strong research program.

The 1992 and 1993 appropriation acts show the following significant differences:

- An increase of over $2 million in Forest Service Research.
- An overall reduction in the State and Private Forestry Program of about $11 million, with decreases in the forest pest management ($16 million, augmented by an emergency contingency fund of $26 million), urban and community forestry ($3 million) and emergency reforestation ($7 million) budget line items, and an increase in the stewardship/tree planting program ($17 million).

- An overall reduction in the National Forest System program of about $37 million. Significant decreases occurred in timber ($45 million, partly offset by an increase of $15 million in the timber salvage sale fund); reforestation and timber stand improvement ($4 million); and soil, water, and air management ($4 million). Increases occurred in recreation management ($13 million), wildlife and fish habitat management ($4 million), and range management ($1 million).
- A $13 million reduction for Washington Office and Regional Office operations.
- A reduction of about $28 million for road construction and increases for trail ($5 million) and facilities ($6 million) construction.
- A decrease of about $26 million for land acquisition.
- An increase of over $78 million for Forest Service and emergency firefighting.

Table 1. Forest Service Budget Overview (millions of actual dollars)

Description (appropriation)	1992 Final	1993 Final	1994 Current Services¶
Research (excludes GA/const)	180.5	182.7	190.1
State & Private Forestry (emergency pest suppression)*	169.7	156.2 (26.0)	161.9
National Forest System†	1,455.1	1,307.3	1,365.5
International Forestry‡	(6.9)	(7.5)	(7.8)
Construction (incl. Research)	274.5	255.3	265.3
Other approp accounts§	94.5	69.2	71.5
Firefighting	299.2	376.2	392.6
Total appropriated	2,473.5	2,346.9	2,447.7

* An Emergency Pest Suppression Fund of $26 million was authorized for FY 1993 as a substitute for additional appropriated funds in S&PF.

† Includes S&PF/Research General Administration funds.

‡ 1992 and 1993 data reflect total funding for International Forestry (IF) activities, including Washington Office multi-financing from other Deputy Areas. Numbers in parentheses are nonadditive IF numbers for 1992 and 1993. OMB has approved an IF appropriation for FY 1994.

§ Includes land acquisition, range betterment fund, gifts, donations, and bequests.

¶ Represents the baseline budget submitted to Congress by President Bush on January 6, 1993. It is equal to the FY 1993 final enacted appropriations updated for inflation. President Clinton is expected to submit his budget in February 1993.

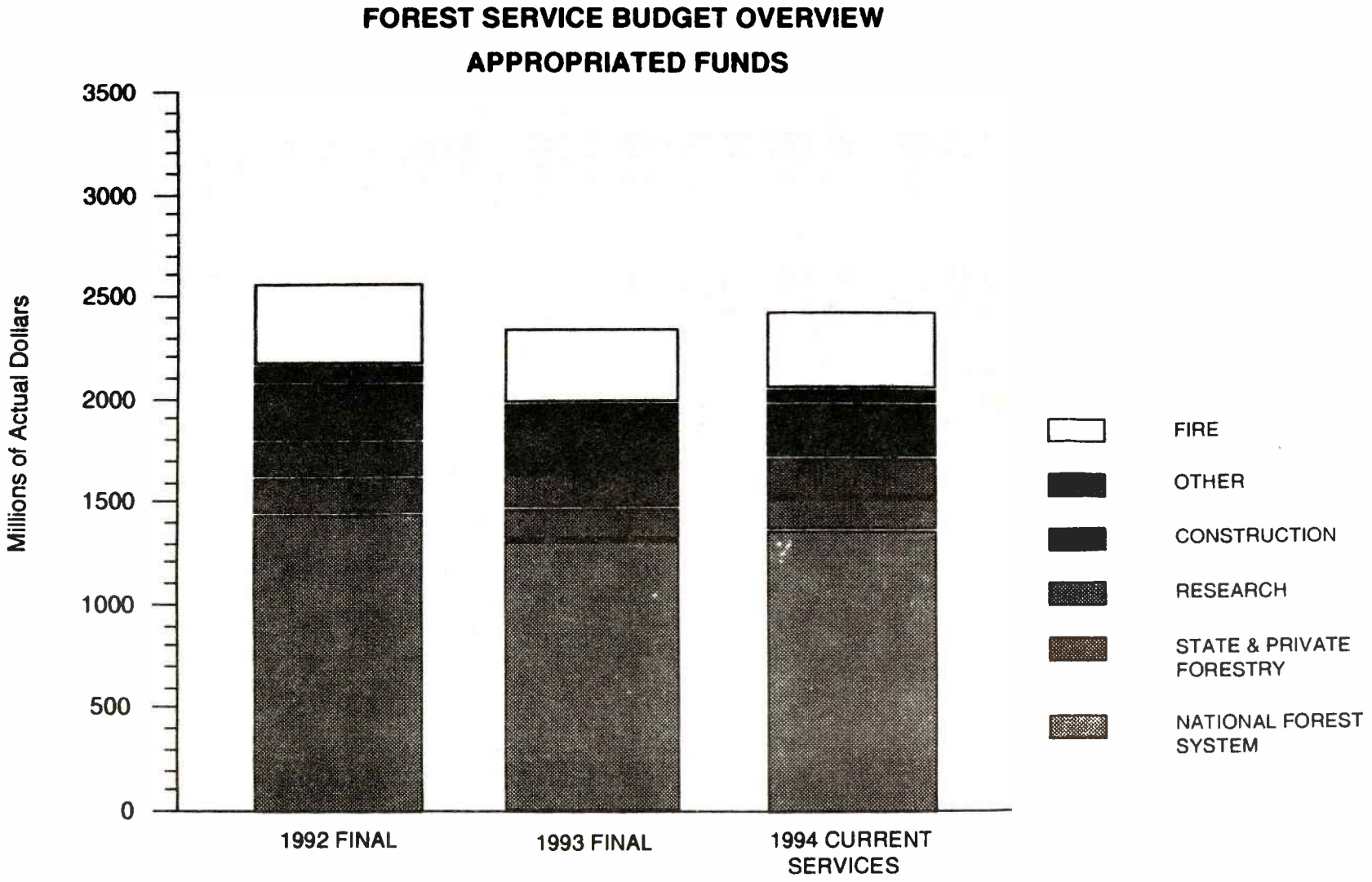

FOREST SERVICE BUDGET OVERVIEW
APPROPRIATED FUNDS
Millions of Actual Dollars
3500
3000
2500
2000
1500
1000
500
0
1992 FINAL
1993 FINAL
1994 CURRENT SERVICES
FIRE
OTHER
CONSTRUCTION
RESEARCH
STATE & PRIVATE FORESTRY
NATIONAL FOREST SYSTEM

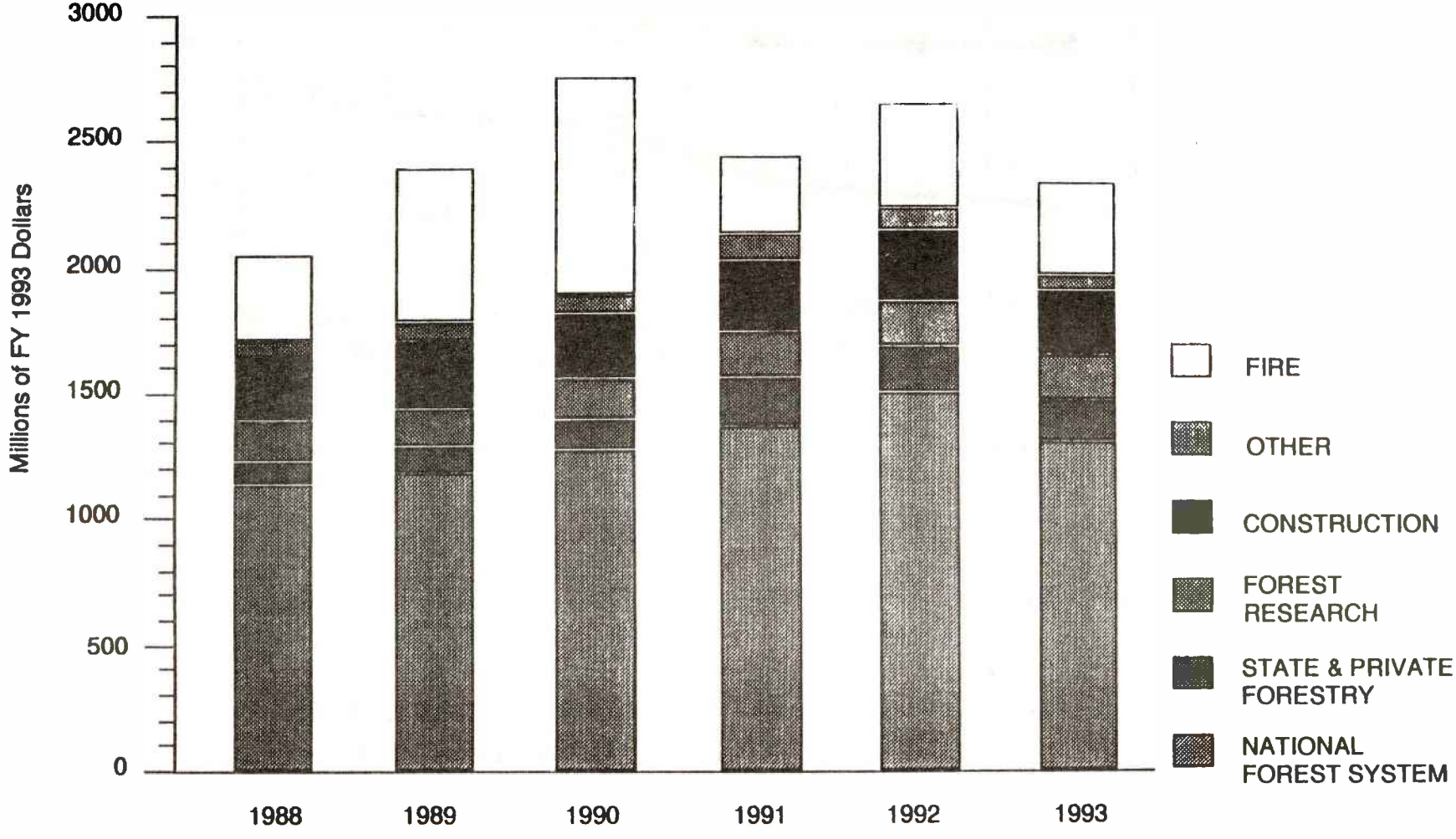
Table 2

Forest Service Budget
Historical Perspective

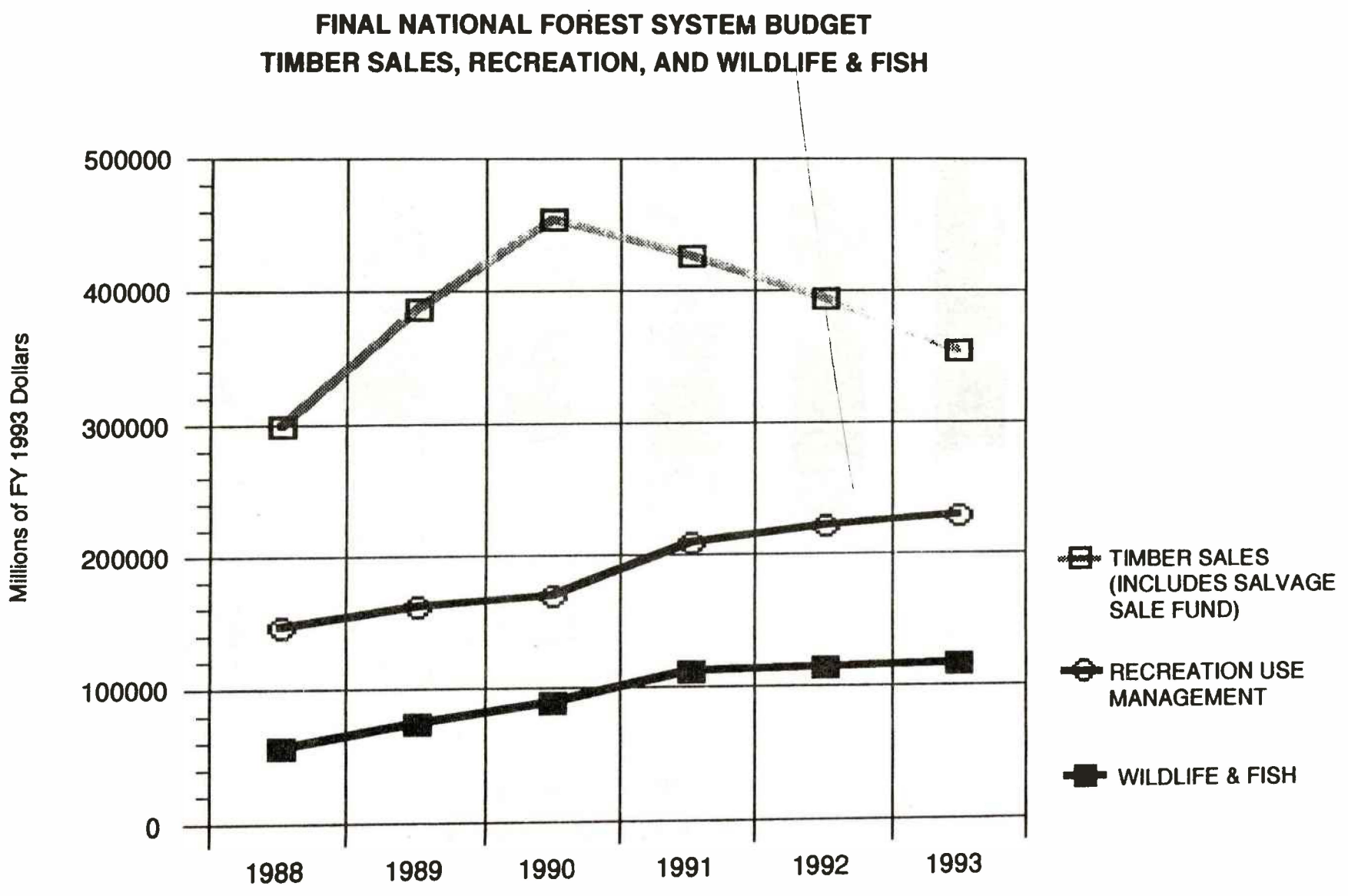
Final Appropriated Budget and Staff Years
(Thousands of FY 1993 Dollars)

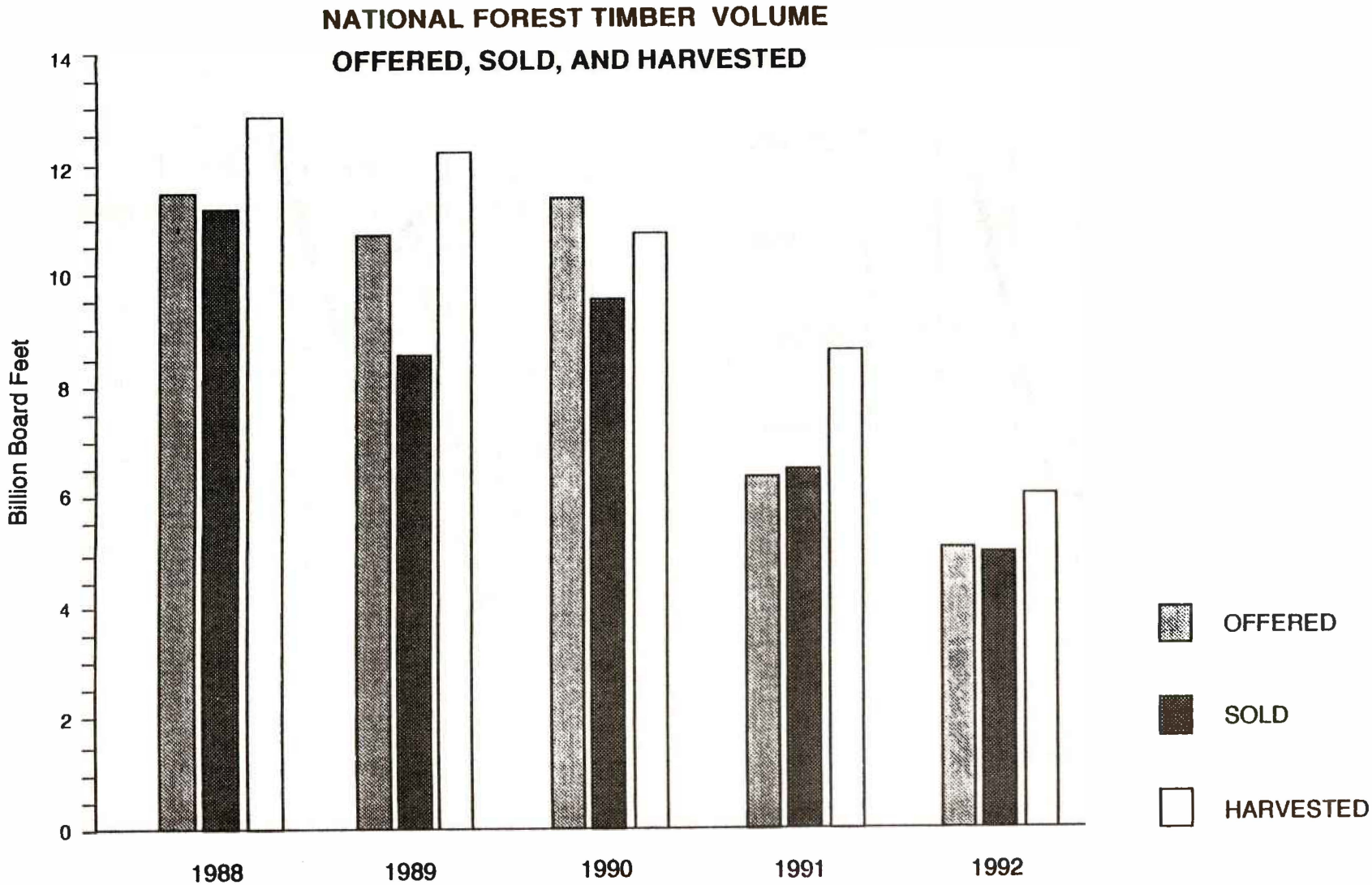
Description (Appropriation/BLI)	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992	FY 1993
INTERNATIONAL FORESTRY	-	-	-	-	(6,911)	(7,522)
FOREST RESEARCH	162,070	158,316	166,018	177,349	186,105	182,715
STATE & PRIVATE FORESTRY:						
Forest Pest Management	53,151	56,880	52,345	63,639	58,978	40,605
Fire Protection	16,469	15,859	18,786	16,662	17,133	16,885
Forest Management & Utilization	12,896	11,753	27,853	78,510	70,228	77,582
Special Projects	13,007	14,742	21,629	34,183	28,649	21,155
TOTAL, S&PF	95,523	99,234	120,613	192,994	174,988	156,227
NATIONAL FOREST SYSTEM:						
Minerals Area Management	31,913	32,563	31,255	32,142	35,396	34,812
Real Estate Management	26,113	29,201	28,570	33,001	36,528	36,024
Land Line Location	31,875	32,836	33,781	31,575	33,251	30,873
Maintenance of Facilities	19,773	20,098	23,256	26,308	27,098	26,495
Cooperative Law Enforcement	11,564	12,154	12,190	9,037	8,637	5,924
NFS Drug Enforcement	0	0	0	0	7,292	9,555
Forest Road Maintenance	100,153	92,435	106,022	96,599	89,554	82,198
Forest Trail Maintenance	23,951	23,813	26,905	29,865	31,496	31,332
Sales Admin & Management	221,931	237,402	276,976	278,395	271,921	219,033
Reforestation & TSI	65,688	74,751	75,181	76,133	68,583	62,213
Recreation Use Management	147,995	162,881	168,974	210,348	223,104	229,742
Wildlife & Fish Hab Mgmt	56,743	74,304	90,815	112,809	115,988	116,364
Range Management	34,953	35,022	36,263	41,762	44,491	44,443
Soil, Water & Air Mgmt	42,184	48,896	67,773	76,338	78,607	72,325
Re-appropriation	0	0	0	0	116,012	0
General Administration	321,317	311,566	299,369	309,288	313,203	305,941
TOTAL, NFS	1,136,153	1,187,922	1,277,330	1,363,600	1,500,161	1,307,274
CONSTRUCTION:						
Construction of Facilities	33,061	38,832	44,652	87,368	83,568	87,440
Forest Road Construction	205,430	201,127	180,792	183,110	174,228	140,586
Forest Trail Construction	17,547	18,259	20,472	22,725	25,232	27,233
TOTAL, CONSTRUCTION	256,038	258,218	245,916	293,203	283,028	255,259
FIRE PROTECTION	197,375	190,775	195,571	190,333	187,200	189,163
EMERGENCY FIREFIGHTING FUND	149,500	429,375	672,705	124,881	224,334	187,000
LAND ACQUISITION	58,695	73,515	69,776	93,839	91,043	62,412
OTHER APPROPRIATIONS	5,931	5,999	6,584	6,608	6,391	6,746
TOTAL APPROPRIATED	2,061,285	2,403,354	2,754,513	2,442,807	2,653,250	2,346,796
Salvage Sale Fund	79,144	151,091	178,048	148,448	124,117	135,200
Total Staff Years	36,232	37,992	9,913	39,872	42,220	40,850

FOREST SERVICE BUDGET
HISTORICAL PERSPECTIVE
APPROPRIATED FUNDS



Budget and Partnerships: Figure 3

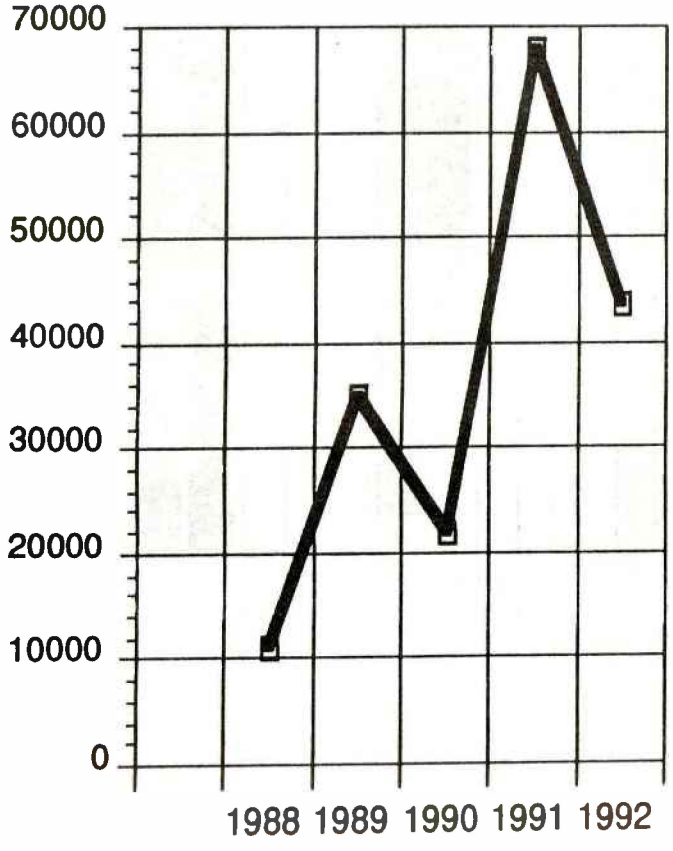




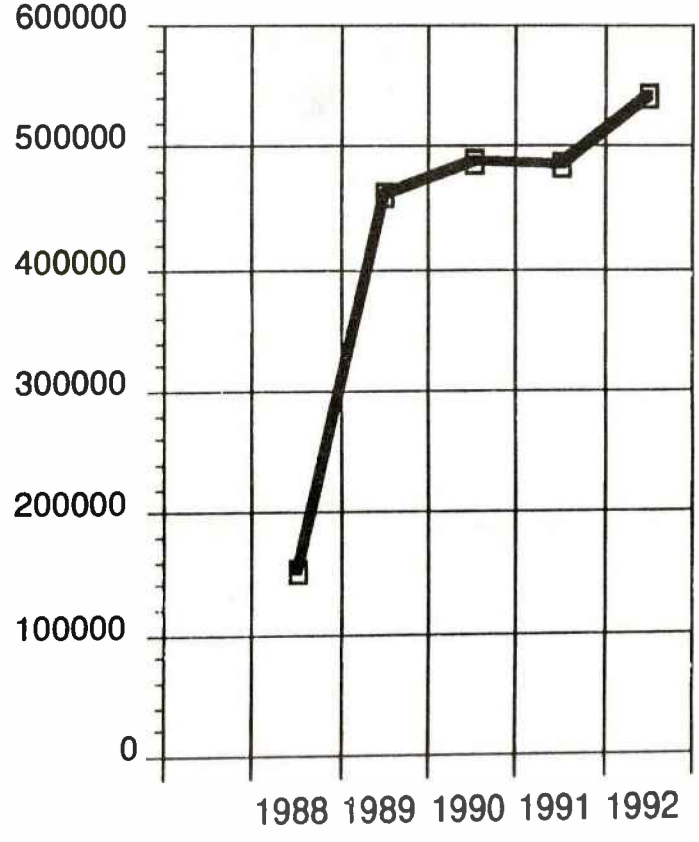
NOTE: Some volume offered late in the fiscal year does not officially become sold until the next fiscal year.

WILDLIFE AND FISH PROGRAM RESULTS

HABITAT IMPROVEMENT STRUCTURES



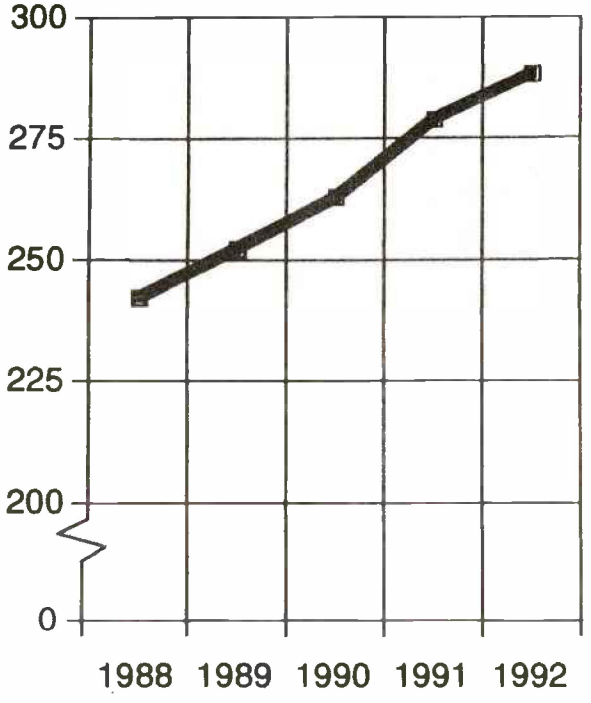
HABITAT IMPROVEMENT ACRES



RECREATION PROGRAMS RESULTS

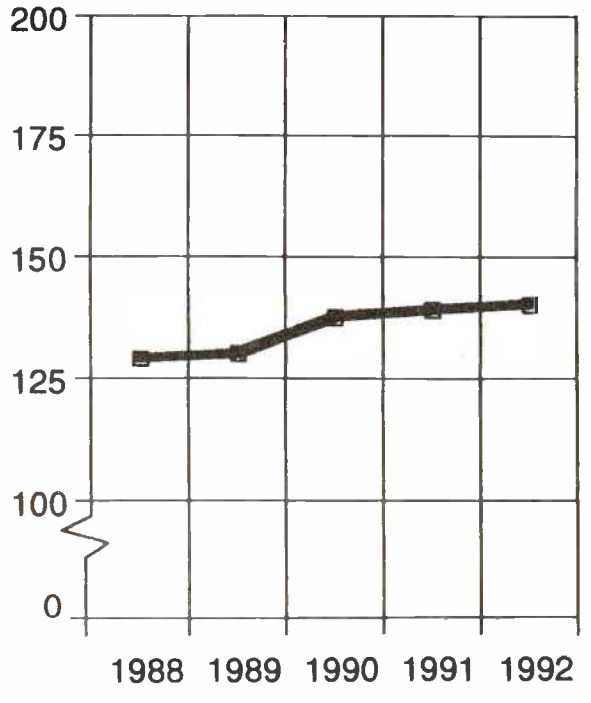
TOTAL ESTIMATED RECREATION USE

Millions of Recreation Visitor Days (RVD) 1/



TOTAL DEVELOPED SITE CAPACITY

Millions of Persons At One Time-Days (PAOT) 2/



1/ RVD = 12 hours of use by one or more visitors.

2/ PAOT Days = Persons at one time over a season of use.

Partnerships

Partnerships provide an avenue for the Forest Service and private individuals, organizations, corporations, and public agencies to pool financial and human resources to complete projects on National Forest System lands. Partnerships have become an effective way for the Forest Service to provide better customer service. A growing partnership effort within the agency is the Challenge Cost-Share Program.

Established by Congress in 1986 in the Appropriations Act, the Challenge Cost-Share (CCS) Program provides the means for the public and private sectors to share management and financial costs of Federal wildlife habitat improvements. Expanded in 1988 to include recreation, cultural resources, and wilderness projects, CCS partnerships involve matching funds, labor and equipment, and sharing technical skills. The CCS program gives hands-on experience in natural resources management and recreation, and opens avenues of communication among many non-traditional partners.

More than just dollars, partnerships are people working together toward common goals. Some examples of valuable projects completed include stream restoration for native fish, construction of wildlife nesting sites and boxes, barrier free access to recreation facilities, interpretive signing, and summer youth employment for recreation site operation and maintenance.

Accomplishments have grown rapidly in the last 5 years. In FY 1986, the Forest Service and partners completed more than $2.5 million in fish and wildlife habitat improvements. In FY 1988 (the first year for partnerships on recreation projects), $500,000 in Forest Service funding and $908,000 of partner contributions supported completion of 30 recreation projects. By FY 1992, the combined habitat and recreation partnership program had grown to $24 million in Forest Service funding matched by $38 million from partners. The results of these efforts were 1,118 recreation, 198 cultural resources, 165 wilderness, and approximately 2,500 wildlife, fish and rare plants projects completed. Table 3 displays selected CCS program data.

In 1991, legislation was proposed to clarify the intent of the CCS program and establish the relationship between the CCS and procurement, grants, and printing activities. Hearings were held March 19, 1992, on H.R. 4375 before the House Agriculture Subcommittee on Forests, Family Farms and Energy. This bill did not make it out of the subcommittee but could become part of the agenda for the 103rd Congress.

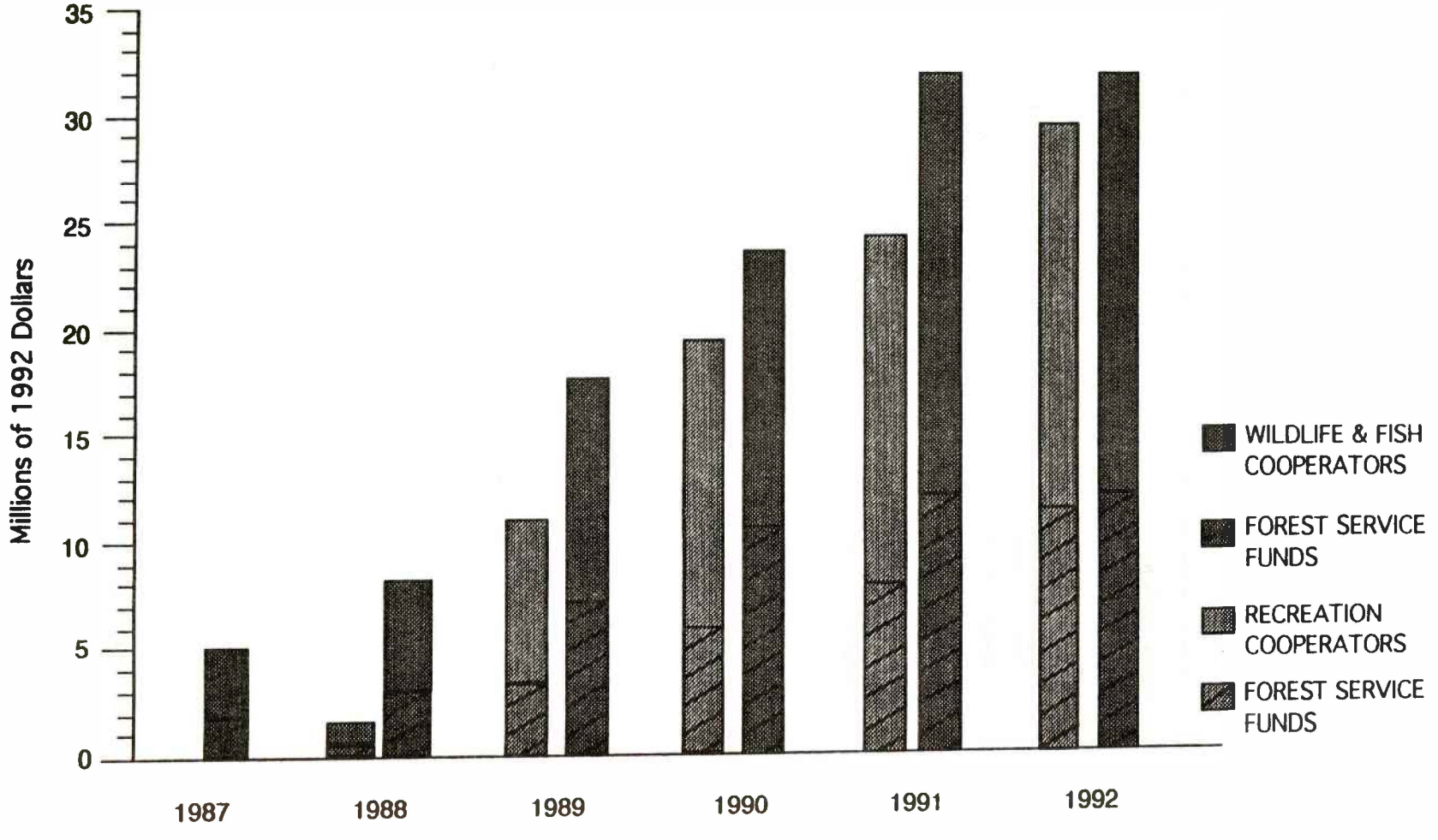
Increased growth and success of the Forest Service partnership program is expected to continue in step with increased public demand for natural resources and recreation opportunities. The long-term relationships resulting from partnerships build a commitment between Agency employees and the public to improve National Forest and Grassland resources.

Table 3. Partnership Budget Overview (millions of FY 1992 dollars)

Description	FY 1988	FY 1989	FY 1990	FY 1991	FY 1992
Wildlife and fish					
Partnership contributions	5.3	10.6	13.1	19.8	19.8*
Forest Service contributions	3.0	7.1	10.6	12.2	12.2*
Total	8.3	17.7	23.7	32.0	32.0
(No. of partnerships)	(429)	(867)	(1,707)	(2,380)	(2,500)*
Recreation					
Partnership contributions	1.0	7.0	13.6	16.3	18.1
Forest Service contributions	0.6	3.3	5.9	8.0	11.5
Total	1.6	11.0	19.5	24.3	29.6
(No. of partnerships)	(30)	(396)	(600)	(3,208)	(1,773)

* Estimated

FOREST SERVICE
CHALLENGE COST-SHARE PROGRAM



Workforce

The Forest Service workforce is its most important resource. The Agency employs slightly over 35,000 permanent employees and, in the summer, over 17,000 temporary employees. The forestry technician series is the largest, with about 8,000 permanent and over 12,000 temporary employees. Foresters, engineering technicians, civil engineers, and wildlife biologists are the next most common occupational series.

The diversity of the Agency's mission is demonstrated by a workforce that is employed in over 200 different occupational series. The Agency is involved in research, Job Corps, wildlife, law enforcement, fire protection, timber, pest management, lands, watershed, international forestry, air quality, minerals, engineering, range, adminstrative areas such as personnel and fiscal, and many other areas.

The Forest Service is the primary employer in many small, rural towns. Ninety-eight percent of the paid workforce is located outside of Washington, DC, and about 85 percent is west of the Mississippi River.

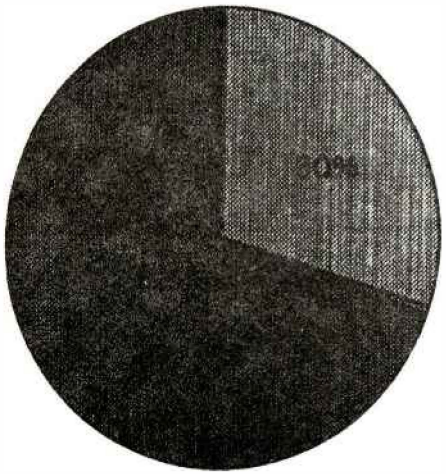
Since 1988, the representation of minority employees on the permanent workforce increased from 12.7 to 15.3 percent and that of women from 32.9 to 39.7 percent.

The Agency employs personnel in the Washington Office (about 900), 9 Regional Offices (about 2,000), 78 Research Units/Laboratories (about 2,000), 18 Job Corps Centers (about 700), several State and Private Forestry locations (about 200), and the remainder on 122 National Forests, which contain 11 National Grasslands, 4 National Monuments, 16 National Recreation Areas, 5 National Scenic Areas, and 630 Ranger Districts.

The Agency's employment, as measured by full-time equivalents (FTE's), declined from a high of 45,423 (FY 1981) to a low of 36,744 (FY 1987). Over the past 5 years, mainly due to increases in wildlife, fisheries, international forestry, conservation and law enforcement, the Agency's FTE's have increased to 43,427 (FY 1992). These totals include FTE's used for fighting forest fires.

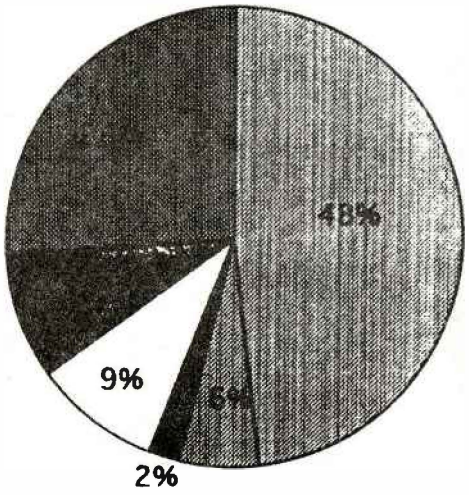
FOREST SERVICE WORKFORCE
FISCAL YEAR 1992

TYPE OF APPOINTMENT



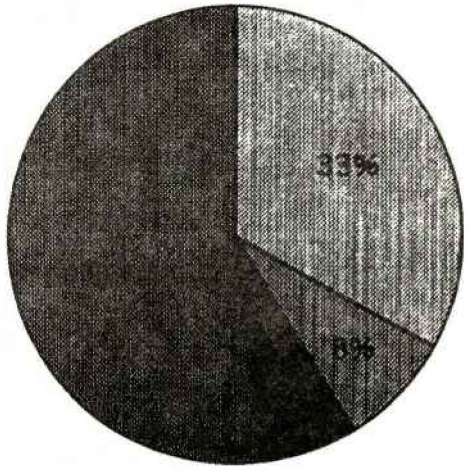
TEMPORARY & EXCEPTED 1/
PERMANENT

MAJOR OCCUPATIONAL CATEGORIES



TECHNICAL
WAGE SYSTEM
OTHER
CLERICAL
ADMINISTRATIVE
PROFESSIONAL

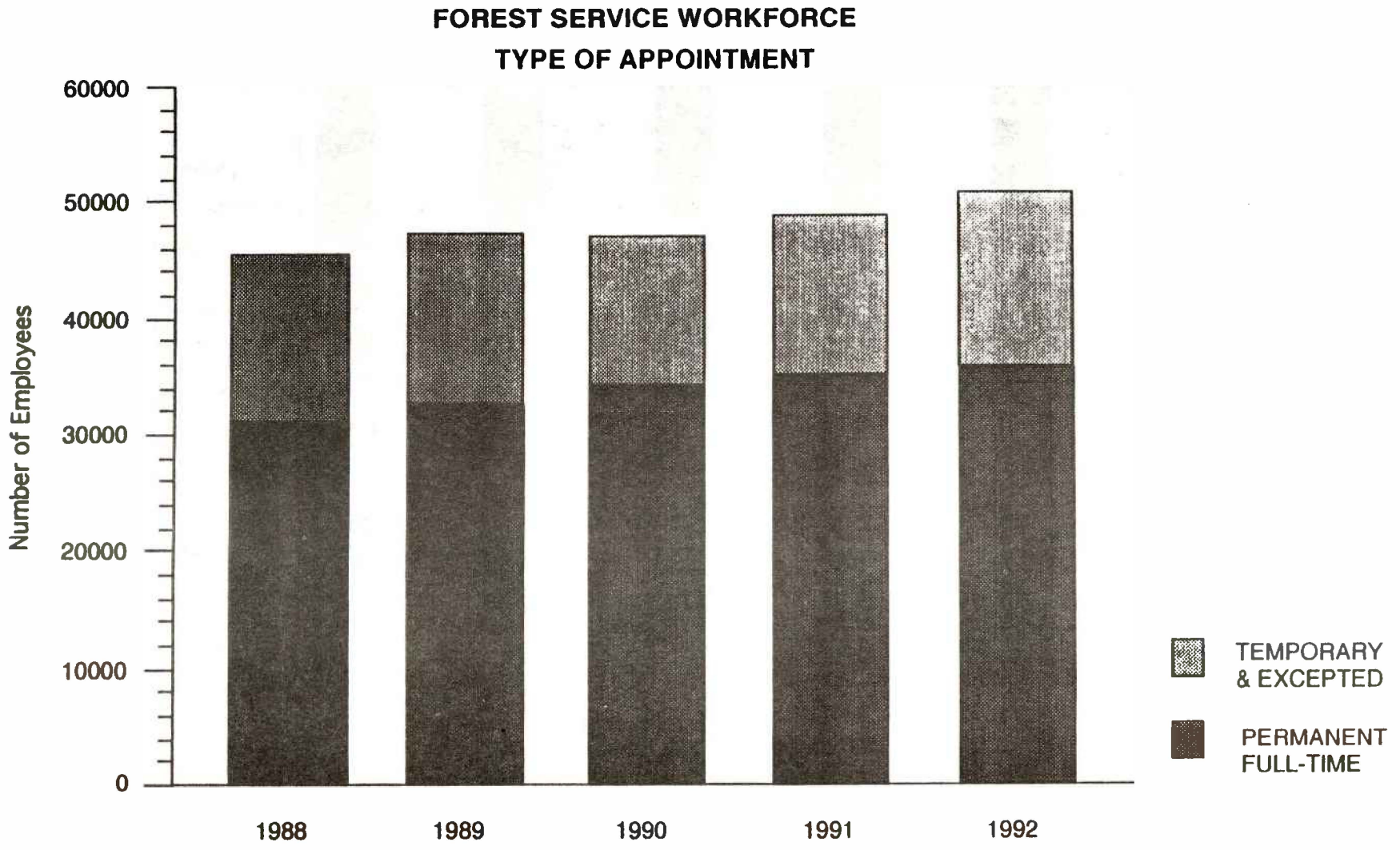
WORKFORCE DIVERSITY
WOMEN AND MINORITY EMPLOYMENT 2/



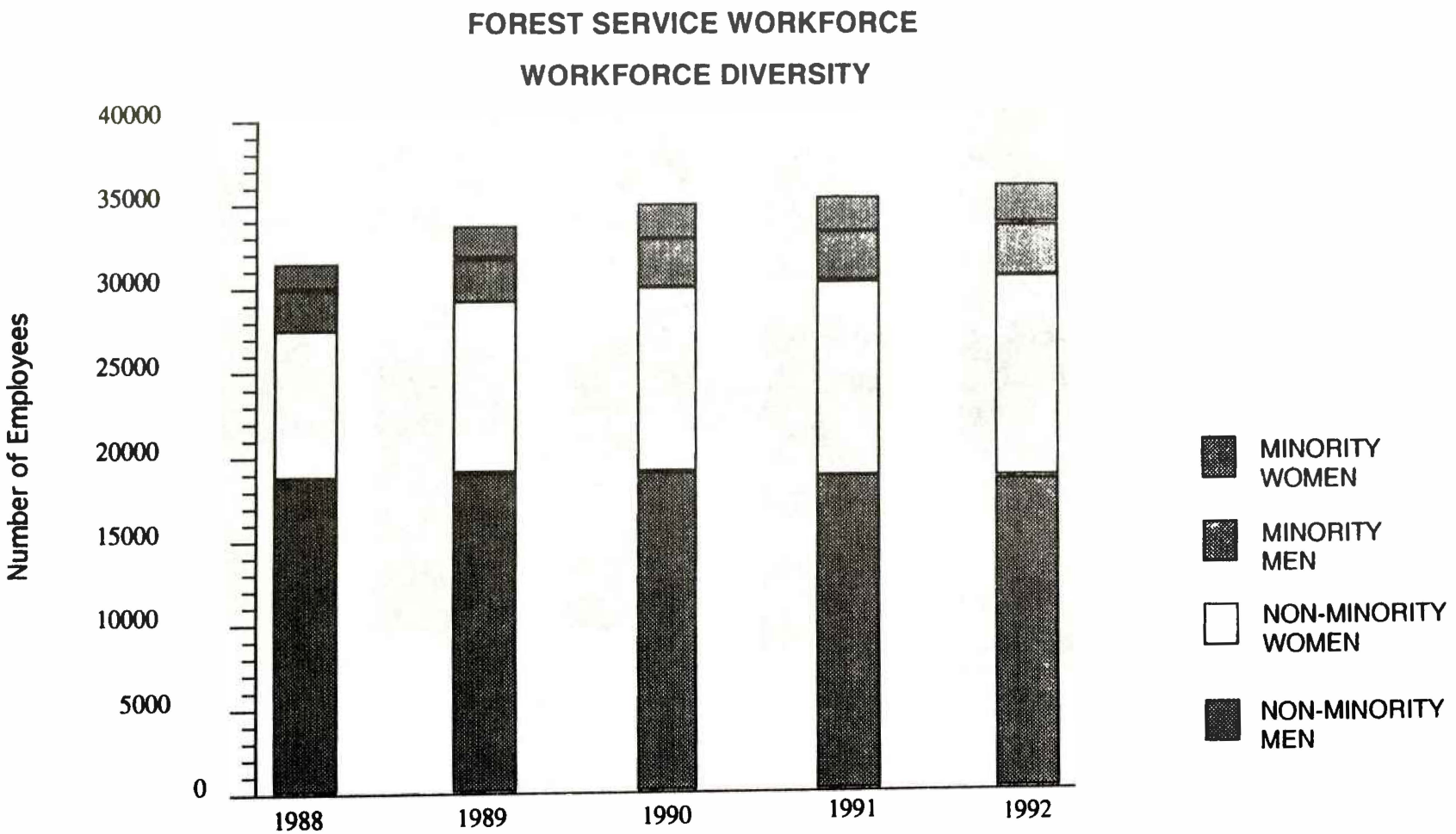
NON-MINORITY WOMEN
MINORITY MEN
MINORITY WOMEN
NON-MINORITY MEN

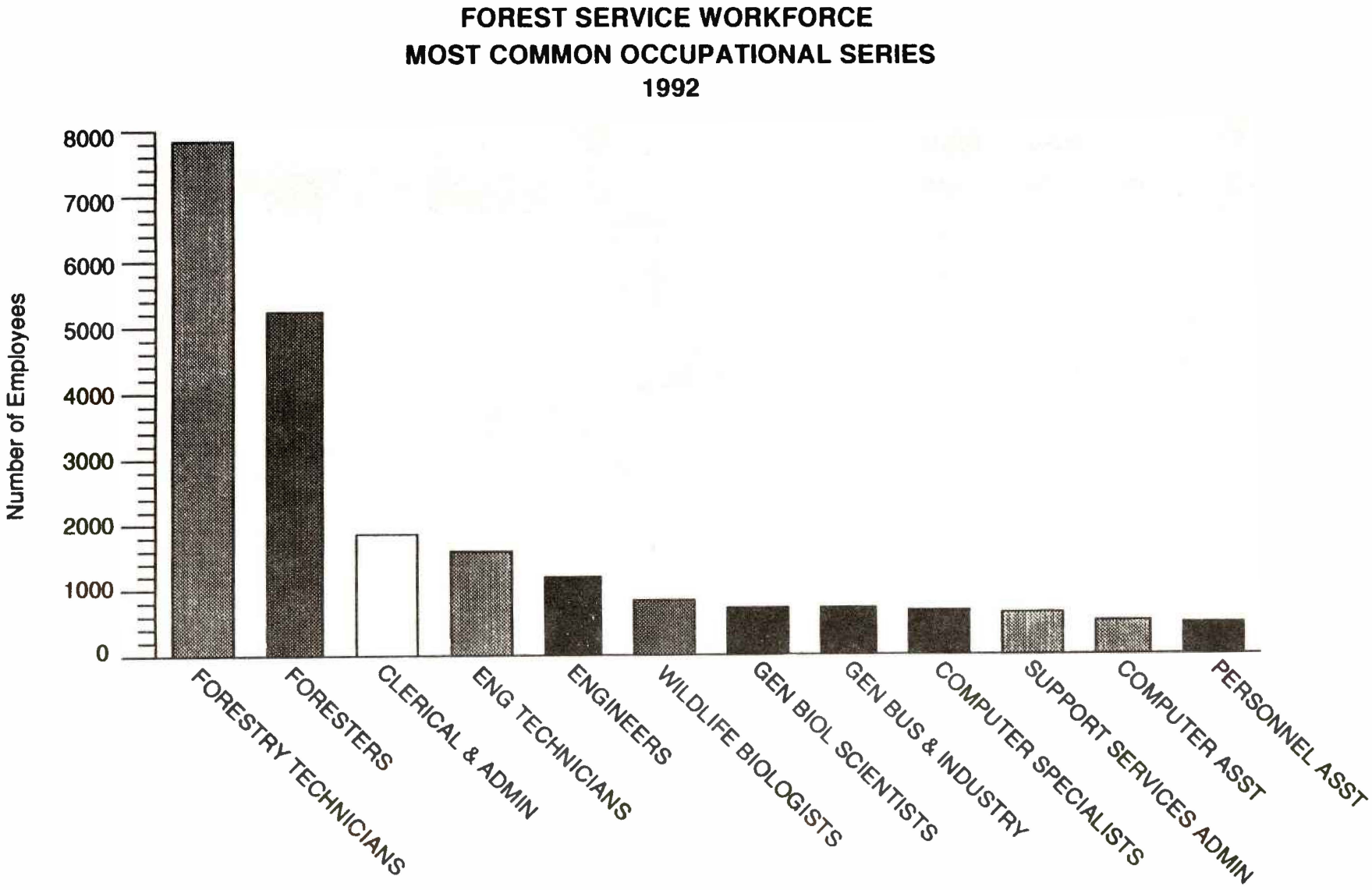
1/ INCLUDES SUMMER, SEASONAL, CASUAL FIREFIGHTERS, CO-OP EDUCATION, STAY-IN-SCHOOL, ETC.
2/ PERMANENT AND EXCEPTED APPOINTMENTS ONLY.

Budget and Partnerships: Figure 9

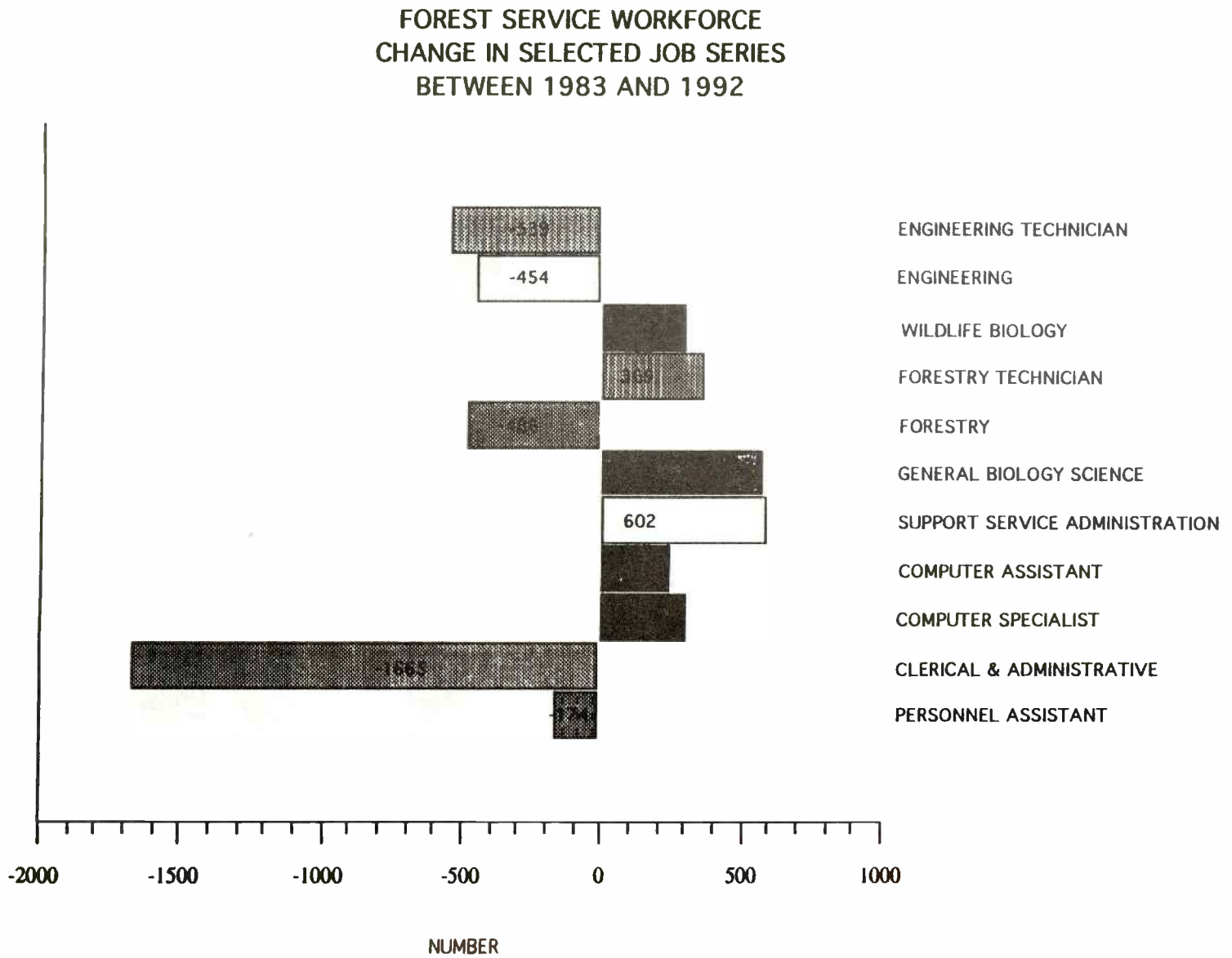


Budget and Partnerships: Figure 10




FOREST SERVICE WORKFORCE
MOST COMMON OCCUPATIONAL SERIES
1992
Number of Employees
8000
7000
6000
5000
4000
3000
2000
1000
0
FORESTRY TECHNICIANS
FORESTERS
CLERICAL & ADMIN
ENG TECHNICIANS
ENGINEERS
WILDLIFE BIOLOGISTS
GEN BIOL SCIENTISTS
GEN BUS & INDUSTRY
COMPUTER SPECIALISTS
SUPPORT SERVICES ADMIN
COMPUTER ASST
PERSONNEL ASST

BUDGET AND PARTNERSHIPS: FIGURE 12



Topic Papers

Topic Papers

Summary: The Forest Service is in a period of change. Interest in and knowledge of the environment and concern about the appropriate use of public resources has grown greatly in a relatively short period of time. Concern and respect for the National Forests as special places—as the jewels of our public lands—is widespread.

These changes have given rise to increasing numbers of conflicts surrounding the management of public lands. The range of public opinions about the best uses for the Nations' resources—from use and development to preservation and protection—underlines the deepening controversies. Advances in technology, the Federal budget deficit, and the diversity of the nation's peoples and their needs present a challenge to the Forest Service and other public land managers. This offers us an opportunity to examine the policies, future direction, and existing services that the Forest Service delivers to the public. In response to these changes the Forest Service is

- Focusing on an ecological approach to multiple-use management.
- Diversifying the educational and ethnic background of the workforce so that resource decisions are responsive to a broader spectrum of society and society's needs.
- Leading in the use of information and communication technology to improve the resource knowledge base, resource decisionmaking abilities and to share new knowledge and decisions with the public.

The following topic papers cover a wide range of the issues, concerns, and opportunities that the Forest Service is dealing with in this time of change—from forest and grassland ecosystem management to external and cooperative relations to public involvement and participation to matters of operations and administration. These papers describe the issues and their significance, indicates the interested parties, and outlines recent actions the Agency has taken. The topic papers are arranged alphabetically by title.

List of Topic Papers

Administrative Appeals Process
Aircraft Use and Accountability
Anadromous Fish
Below-Cost Timber Sales
Biodiversity

Clearcutting
Competitiveness in World Markets
Cost Efficiency
Disaster Assistance
Downsizing

Ecosystem Management
Field Structure Study
Financial Management
Forest Health
Forest Health Monitoring

Forest Legacy
Forest Planning and Revised National Forest Management Act Regulations
Global Change
Grazing Fees

Information Management: A Framework for the Future
International Forestry Cooperation
Land and Water Conservation Fund Land Purchase Program
Law Enforcement
Litigation
Log Import Quarantines and Regulations

Mining Law Revision
National Forest Foundation
National Institutes for the Environment Proposal
Natural Resource Conservation Education
Old-Growth Forest Management

Pacific Yew
Presidential Commission on State and Private Forestry
Project 615: Acquiring New Computer Technology
Public Involvement
Rangeland Management

Recycling
Riparian Area Management
Roadless Areas
Rural Community Assistance
Science/Policy Decisions

Spotted Owl Habitat Management
Threatened and Endangered Species
Timber Sales
Timber Supply
Travel and Tourism

United Nations Conference on Environment
and Development (UNCED)
Urban and Community Forestry, Jobs, and the Environment
Water Quality on Non-Federal Forest Land
Water Rights

Wetlands
Whistleblower/Hotline Program
Wilderness Management
Workforce Diversity

USDA Forest Service

Topic: **Administrative Appeals Process**

Summary:

The Forest Service's administrative appeals process has grown increasingly controversial over the last 4 years. The controversy has resulted in Section 322 of the Interior and Related Agencies Appropriations Bill, 1993, Public Law 102-831, "Forest Service Decisionmaking and Appeals Reform," which requires the Forest Service to make certain modifications to its regulations on administrative appeals. The Act requires a predecisional public notice and opportunity for comment on projects and activities not documented in Environmental Impact Statements and provides for an informal and formal appeal resolution process. The colloquy of this Act clarified that the Act does not apply to those decisions appealable under 36 CFR 251, which pertains to use and occupancy of National Forest System lands and does not require modification of the appeals process for Regional Guides and Forest Plans approved under 36 CFR 219. These two processes—appeals for Forest Plans/Regional Guides and appeals about use and occupancy—will remain essentially the same as before the passage of the Act.

- **Description/Significance:** The administrative appeals process provides an avenue for individuals and groups dissatisfied with a Forest Officer's decision for a review by a higher level official. There has been a significant increase in appeals since 1989, particularly of projects and activities that implement Forest Plans. Approximately 1,600 new appeals were filed in FY 1992.
- **Interested Parties:** The administrative appeals process has been controversial with a number of interest groups, particularly forest industry and national environmental groups. The process is also utilized by individuals, recreation groups, ranching groups, and business organizations.
- **Recent Actions:** In March 1992, the Forest Service proposed that it modify appeals regulations to retain appeals of Forest Plans/Regional Guides, provide for public notice and comment prior to decisions, and eliminate appeals of projects and activities implementing Forest Plans. Section 322, Public Law 102-831, The Interior and Related Agencies Appropriations Act, requires modification of the appeals procedures for projects and activities implementing Forest Plans.

Contacts: James C. Overbay, Deputy Chief for National Forest System, 202-205-1523, or Mary J. Coulombe, Staff Assistant to James C. Overbay, 202-205-1519

* * * *

Additional Information:

Description/Significance: In March 1992, the Forest Service proposed changes to the Code of Federal Regulations (36 CFR 217) concerning the administrative appeals process. The proposal included maintaining an appeals process for land

and resource management planning but eliminating appeals for projects and activities that implement Forest Plans and providing a predecisional public notice and comment opportunity. Over 30,000 public responses were received, with over two-thirds supporting the proposed change. This is the most public response ever received by the Forest Service on a regulatory proposal.

The changes in the regulations were proposed because the number of appeals had grown dramatically since 1989 and the time required to resolve appeals was beginning to interfere with the ability of the Forest Service to meet congressionally mandated timber sale targets. A review of appeals indicated that in 1991, only 6 percent of appeals were remanded back to the deciding officer for modification of the process or decision. The other 94 percent were situations where the original decision was affirmed (57 percent), decisions were withdrawn by the appellant or the deciding officer (19 percent), or dismissed (18 percent).

Interested Parties: After the proposal, congressional interest—spurred on by constituent effort—heightened. Several Congressmen were persuaded by constituents to introduce legislation to require the Forest Service to maintain an appeals process. Senator Wyche Fowler and Representative Bill Richardson both introduced bills. The Secretary of Agriculture received several letters from groups of Congressmen, some supporting the Forest Service proposed change and others opposing the change.

Public and congressional interest was high because it had become apparent that the appeals process was being used by certain groups and individuals to stop or delay projects implementing Forest Plans and, most frequently, timber sales and other development projects. The appeals process was taking an average of 100 days to resolve appeals and was viewed as inhibiting economic activity important to many economically disadvantaged rural areas. Environmental groups charged that appeals were a right and that they were necessary to force the Forest Service to meet its legal mandates for land and resource management.

Recent Actions: The Forest Service is engaged in preparing the regulations to meet the requirements of Section 322. As currently interpreted, the new process will reduce the amount of time required to render a decision on an appeal(s) but will introduce a number of entirely new procedures for processing appeals.

The action of Congress creates three separate and distinct appeals processes and a new process for public notice and comment on certain Forest Service projects and activities that implement Forest Plans: 1) 36 CFR part 251- Appeals of Decisions Relating to Occupancy and Use of National Forest System Lands, 2) 36 CFR part 215 Subpart A-Public Notice and Comment on Proposed Forest Service Actions Implementing National Forest Land and Resource Management Plans, 3) 36 CFR part 215, Subpart B-Appeals of Project and Activity Decisions Implementing National Forest Land and Resource Management Plans, and 4) Appeals of Regional Guides and National Forest Land and Resource Management Plans.

USDA Forest Service

Topic: **Aircraft Use and Accountability**

Summary:

Aircraft are vital to many Forest Service programs, especially wildfire suppression, forest pest management, and law enforcement. The regulations governing the Forest Service's use of aircraft and aircraft services and accountability for such use have become significantly more complex in 1992. Systems that allow readily accessible and detailed documentation of proper use, costs, justification, and inventory are in the process of being implemented and should be in place in 1993.

- **Description/Significance:** Thorough documentation of use, justification, and costs of Government-owned or contracted aircraft and aircraft services is essential.
- **Interested Parties:** Aviation activities are being scrutinized or investigated by the USDA and GSA Inspectors General, Congress, private sector trade organizations, and the media.
- **Recent Actions:** The Forest Service's administrative use of aircraft and its airtanker program have been audited by the USDA Office of the Inspector General in 1991 and 1992, respectively.

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657

* * * *

Additional Information:

Description/Significance: Forest Service use of, and accountability for, aircraft and aircraft services is governed primarily by Office of Management and Budget (OMB) Circular A-126-"Improving the Management and Use of Government Aircraft"-and directions issued to implement the Circular by the General Services Administration (GSA), the Department of Agriculture (USDA), and the Forest Service itself. Flight operations are governed by the Federal Aviation Regulations and Forest Service internal directives.

Forest Service use of aircraft varies somewhat with the severity of the wildland fire season. In FY 1991, total use for all types of missions was typical: 65,479 total flight hours at a total cost of $47,262,433. Of this total, 55,869 flight-hours were performed by Forest Service contract aircraft at a cost of $41,906,900; the remaining flight-hours (about 15%) were performed by Forest Service owned and operated aircraft.

OMB Circular A-126 states that agencies are accountable for ownership and utilization of aircraft or aircraft services in several ways.

1. Operating Government-owned or leased aircraft must be justified, as cost-effective, according to the process required in OMB Circular A-76. All Forest Service aircraft (except the Beech Baron 58P aircraft that lead in airtankers) are cost-effective using the A-76 process. The USDA Assistant Secretary for Administration determined that lead planes for airtankers did not meet OMB's definition of a commercial activity and were exempt from the Circular.
2. Each agency must have an accounting system for owned and operated aircraft that identifies and tracks all cost elements identified in the Circular A-126. All Forest Service aircraft are financially managed through the Forest Service's Working Capital Fund (WCF) which meets all requirements of the Circular. The WCF is managed by the Forest Service's Director of Fiscal and Public Safety, thus assuring financial accountability within the agency.
3. GSA is directed to establish a Federal Aircraft Management Information System (FAMIS) to collect use, cost, and inventory data on Government-owned and contract aircraft. Forest Service has been scrupulous in submitting all required data to FAMIS through the USDA.
4. Each agency is required to review annually all its aircraft operations and to certify to OMB through USDA that all current operations are necessary and cost effective, and to cease operations or excess aircraft that are not. Forest Service uses the data submitted to FAMIS, A-76 studies completed or in progress, National, Regional, and Forest Service-level contract reviews, and reviews of the WCF and Aviation Management conducted through the formal internal review process to make this certification.

In addition to OMB requirements, overall Forest Service aircraft needs and use strategy are assessed periodically. The most recent assessment was completed yn 1987 and is currently being revised. Based on this assessment and the data referred to above, a 3-year projection of owned aircraft needs is submitted to Congress in the annual budget request.

Interested Parties: The USDA Office of the Inspector General (OIG) has audited aspects of Forest Service aviation in 1987, 1991, and 1992. The GSA Inspector General conducted an extensive search of Federal agency records and directives, including those of the Forest Service at Senator Jim Sasser's request in 1992. Forest Service did an in-depth search at the request of Senator Wyche Fowler in 1992. The Helicopter Association International is interested in aircraft loaned to State Foresters for firefighting through the Federal Excess Property Program. The Aerial Fire Fighting Association cooperates in programs to make excess military aircraft available as airtankers

Recent Actions: The Forest Service is working to resolve issues identified by the USDA OIG in the 1991 and 1992 audits. This work includes working with the USDA Office of Operations to develop both Forest Service and USDA directives to implement Circular A-126 and automated data systems to permit ready access to aviation management information. Development of policy for placing excess military aircraft in the private sector airtanker fleet will require USDA involvement and support

USDA Forest Service

Topic: **Anadromous Fish**

Summary:

In many areas of the West, from California to Alaska, naturally reproducing stocks of Pacific salmon and steelhead (called anadromous fish) are at risk of extinction. Of more than 400 stocks recently evaluated by the American Fisheries Society, 214 were considered to be at "moderate" or "high" risk of extinction or of "special concern." The remaining stocks were deemed to be already extinct (about 100) or "secure" (about 120). Four stocks of anadromous fish have been federally listed under the provisions of the Endangered Species Act and listing of additional stocks is likely.

The Forest Service jurisdiction and responsibilities are limited to fish habitat and watershed conditions on National Forests. The Forest Service is in an excellent position to do its part in restoring and improving anadromous fish habitat conditions on National Forest System lands in the West. Such actions, in combination with the efforts of other agencies and parties involved with the very significant hydroelectric, hatchery, and harvest factors, can contribute toward reversing the downward trends of anadromous fish stocks.

- **Description/Significance:** The Forest Service manages about half of the remaining freshwater spawning and rearing habitat for anadromous fish in the lower 48 states and more than one-fourth of such habitat in Alaska.
- **Interested Parties:** American Indians; Alaskan Natives; Tribal governments; private industry; commercial, recreation, and subsistence fish users; and many Federal and State government agencies.
- **Recent Actions:** The Forest Service is currently developing a Pacific salmon and steelhead habitat management strategy that will apply to all National Forests having anadromous fish in the States of California, Oregon, Washington, Idaho, and Alaska. The strategy will define how this issue is to be addressed in individual forest plans. The Forest Service has developed an anadromous fish habitat management policy and guidelines for the Columbia River Basin, and over the past several months, has been evaluating all on-going projects in the basin to determine their possible effects on federally listed stocks of anadromous fish.

Contact: David Unger, Associate Deputy Chief for the National Forest System, 202-205-1677: Phillip J. Janick, Wildlife and Fisheries Staff, 202-205-1206

* * * *

Additional Information:

Description/Significance: Degradation of salmon and steelhead habitat has occurred on all land ownerships throughout the range of Pacific salmon and steelhead. The underlying reasons for the decline of these fish stocks vary by species and geographic area. In general, their continued existence is threatened

by some combination of hydroelectric development and operation, harvest, hatchery influences on disease and genetic fitness, and habitat conditions. Some of the anadromous fish stocks have been predominantly affected by other than National Forest habitat conditions, such as the effects from the hydroelectric dams in the Columbia River Basin. However, habitat conditions on National Forests are important to conserving many of the at risk stocks, and can contribute to moderating the declines associated with the other factors.

Historically, changes in anadromous fish habitat conditions on National Forests have come from practices and effects associated with activities such as timber management, grazing, road construction, mining, and recreation. The general result of these changes has been to simplify aquatic habitats and reduce their ability to buffer the impact of extreme natural events, i.e., drought, flood, etc.

Interested Parties: Salmon are considered sacred by Native American people and play a major role in their cultural, spiritual, social, and economic traditions. They have traditionally used salmon and steelhead for food as well as commercial trade. Subsistence fishing for salmon and steelhead by non-Native Americans occurs in California, the Pacific Northwest, and Alaska. Recreational fishing also fills an important economic niche, including positive direct and indirect impacts on local communities and the national economy. Commercial fishing is responsible for much of the pressure on the salmon and steelhead resources. These fish are commercially harvested in international and territorial waters.

Other interested parties include those who use the National Forests for other purposes including timber, range, and mineral development. Activities associated with these resource uses may have significant effects on anadromous fish habitats. Management strategies designed to protect fish habitat may affect development activities.

Recent Actions: The Forest Service's recently developed strategy for managing Pacific salmon and steelhead habitat will provide for a consistent ecological approach for rivers in National Forests in the West. The strategy will help identify restoration priorities and identify and address research, information, and education needs. The strategy will agree with existing policy and guidelines developed for the Columbia River Basin and be based on a comprehensive evaluation of economic effects. The Forest Service will coordinate its activities with other fish-management organizations and interest groups.

In 1992, over 4,000 on-going projects on National Forests in the Columbia River Basin have been evaluated as part of meeting the Section 7 consultation requirements of the Endangered Species Act.

Extensive research has been and is being conducted by the Forest Service to determine habitat requirements of anadromous fish and the relationships of land management activities with these fish and their habitats. These studies are being used to examine current conditions and determine actions for the future.

USDA Forest Service

Topic: **Below-Cost Timber Sales**

Summary:

One of the current significant issues facing the Forest Service is below-cost timber sales. Agency timber sales are managed so that the overall benefits produced by the sales will exceed program costs. Although revenues from the agencywide program exceed costs, revenues on some individual National Forests do not meet expenses. In many cases, timber harvesting is used to achieve nontimber objectives such as maintenance of forest health, ecological diversity, and habitat for wildlife, which cannot be measured in monetary terms. Many timber sales are personal-use sales for firewood and Christmas trees, especially on some of the below-cost forests that do not have large commercial timber programs. In FY 1991, 22 percent of the volume harvested from all National Forests came from 69 below-cost forests.

- **Description/Significance:** Although the Forest Service makes money on its agencywide timber sale program, some individual National Forest programs operate at below-cost levels.
- **Interested Parties:** Congress, the general public, environmental organizations, wood products industry, and some foreign governments.
- **Recent Actions:** Agency publication (*Federal Register*, April 16, 1991) and subsequent testing of a proposed policy; Administration testimony at oversight and legislative markup hearings (March 1990, October 1991, and March 1992).

Contact: David C. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677; Richard Prausa, Timber Management Staff, 202-205-1762

* * * *

Additional Information:

Description/Significance: In FY 1991, timber sale programs from all National Forests produced $1.158 billion in gross revenue and $472 million in net revenue. Additionally, $301 million of the receipts were shared with local counties. Many multiple-use benefits associated with timber sales cannot be given monetary value. Some timber sales, for example, are designed to enhance wildlife habitat or improve recreation opportunities. The basic laws under which the Agency manages the National Forests state that profitability alone should not determine management direction. Even though some timber is sold at below-cost levels, it still supports local jobs, communities, and economies. Eliminating below-cost timber sales abruptly could have negative economic impacts in some communities, disrupting the lives of the people who depend on timber for their livelihood and blocking other multiple-use objectives.

National Forest timber is sold competitively to the highest bidder at or above appraised values. This represents the fair market value and is comparable to

what a private owner would receive for similar timber. The Agency's costs of preparing timber for sale have increased 40 percent over the last 3 years due to the increasing costs of environmental coordination, administrative appeals, and legal challenges. Because of these factors, the costs to private landowners to sell timber can be substantially lower than Forest Service costs.

Interested Parties: There are five main groups interested in this issue.

- *Conservation/environmental groups.* Some groups (e.g., the Wilderness Society and Cascade Holistic Economic Consultants) have produced their own annual reports on below-cost sales. They contend that the agency should include more expenses as costs of the program. These reports are not produced using generally accepted accounting principles and usually show higher volumes of below-cost timber than the agency reports.
- *Wood products industry.* Industry representatives want the program managed in a cost-effective manner, but they do not agree that it should be subject to profitability requirements because of the added costs of multiple-use management (not required in the private sector). They contend that too many nontimber resource costs are assigned to and paid for by the timber program.
- *General public.* The general public is concerned about the practice of selling timber at rates less than costs. Members of the general public are generally unaware of the link between timber sales and the other resource benefits produced.
- *Congress.* Four bills have been introduced to deal with this issue and none is out of its respective subcommittee. Agency appropriation bills have also been used to address the issue.
- *Others.* The United States Department of the Interior's Bureau of Land Management, the Department of Commerce, the Congressional Research Service, the Office of Management and Budget, the Office of the Inspector General, and the General Accounting Office are all interested in this issue. Canada has implemented a similar system and is tracking this issue.

Recent Actions: In order to provide reliable information, Congress asked the Forest Service and the General Accounting Office to jointly develop a financial reporting system to track timber sale program costs and revenues. In response, the Timber Sale Program Information Reporting System (TSPIRS) was developed and includes an income statement designed to conform to generally accepted accounting principles. TSPIRS information has been provided to the public annually since 1989.

The Forest Service published a proposed policy to deal with the issue in the *Federal Register* on April 16, 1991. The policy would place substantial emphasis on operating timber sale programs at the most cost-effective levels possible. It would differentiate between timber harvest for commercial purposes and harvests to achieve other resource objectives. Thus, appropriate financial and economic expectations would be applied to timber harvests for commercial purposes, yet timber harvests could still be used where they are cost effective for achieving nontimber objectives. Public comment was requested on the proposed policy and its primary concepts were recently tested on 19 National Forests. yesults of the test will be available in the near future.

USDA Forest Service

Topic: **Biodiversity**

Summary:

Biodiversity is an international issue that has profound implications for management of natural resources. At the root of this issue are concerns about the accelerating losses of species due to the cumulative impacts of human activities. Although past as well as current rates of species extinctions are difficult to determine, biologists generally agree that we are experiencing losses of diversity that are without precedent in human history and that these losses are a significant problem relating to human welfare.

- **Description/Significance:** Increasingly, land managers are being asked to assess the impacts of their management practices on biodiversity.
- **Interested Parties:** Interest in biodiversity has exploded during the last few years. Environmental groups, industry associations, academia, and the general public have all voiced their concerns to the Forest Service, other Government agencies, state governments, congressional delegations and directly to the President.
- **Recent Actions:** The Forest Service has played an increasingly active role in maintaining biodiversity both in the United States and internationally. These include our sensitive species policy, recovery actions for threatened and endangered species, co-sponsorship of the Keystone Biodiversity Dialogue, the "Every Species Counts Program," regional workshops, international symposia, follow-up actions to the United Nations Conference on the Environment and Development, ecosystems management, and a variety of research studies.

Contact: Eldon W. Ross, Associate Deputy Chief for Research, 202-205-1702; David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677; Gregory A. Ruark, Forest Environment Research Staff, 202-205-1524

* * * *

Additional Information:

Description/Significance: Biodiversity is a an overreaching issue that affects all Forest Service activities and programs. The Forest Service is already working to integrate biodiversity conservation as part of wise land stewardship. However, this will require adaptive management strategies and the development of new knowledge and technologies in order to address ecological sustainability and environmentally sensitive resource management. Major perspectives of the issue are that: (1) biodiversity should be conserved for economic, environmental, and ethical reasons; (2) current Federal efforts to conserve biodiversity are viewed by many to be inadequate; (3) the Forest Service can play a significant role in conserving biodiversity; and (4) biodiversity can be conserved while allowing significant human uses of natural resources.

Interested Parties: Congressional concern continues to grow as pressure from interst groups increases. Internationally there is a growing consensus for conserving biodiversity that is reflected in multitude of actions and strategies being developed by various organizations of the United Nations and environmental groups. Recently formed industry coalitions seek to moderate these efforts.

Recent Actions: The Forest Service has been very active in implementing efforts aimed at conserving, protecting, and restoring biodiversity. It has established a major program ("Every Species Counts") to recover and conserve Federally listed threatened and endangered species of plants and animals found in National Forests (over 200 such species as of 1991). In the past 4 years, the Agency has sponsored 13 regional workshops in cooperation with universities and other State and Federal agencies that were attended by over 4,000 managers, scientists, and cooperators.

In all Forest Plans there are standards and guidelines for providing habitat conditions that will (1) sustain population numbers and distributions of sensitive species needed for long-term viability; (2) protect special habitats such as old-growth forests, riparian areas, cove hardwoods, and wetlands; and (3) assure adequate kinds, numbers, and distributions of biodiversity at stand/site and landscape scales such as snags, large fallen trees in streams, and corridors to provide landscape linkages for plant and animal movement.

The Forest Service has shared inventory and data management on rare species, communities, and ecological land classification with The Nature Conservancy and has protected natural areas through designating them as wilderness (32 million acres) or Research Natural Areas (over 200,000 acres).

Biodiversity was addressed as a contemporary issue in the 1990 RPA Program and will be a major topic in the next RPA assessment. The Ecosystems Management effort has been focused on expediting the implementation of new directions in the RPA Program and Forest Plans, specifically those that address ecological sustainability and environmentally sensitive resource management.

The Forest Service provided expertise and led conservation negotiations for the U.S. delegation for the International Convention on Biological Diversity.

Biodiversity research that improves our understanding of issues that affect biodiversity, develops approaches to problem-solving at a variety of scales, and provide guidelines for resource management in terms useful to land managers has long been a part of the Forest Service Research Strategy.

In addition, the Forest Service sponsored, developed, and promoted the international symposium "Biodiversity and Managed Landscapes" held in Sacramento, California, July 1992. The symposium was co-sponsored by a coalition of 21 Government agencies, professional societies, industry associations, and conservation groups.

Recent Governmentwide Actions: Since the United Nations Conference on the Environment and Development (UNCED) the U.S. Government has been actively working on two commitments: (1) a U.S.-led forum for discussing the surveying and inventorying of global biodiversity and (2) the development of a U.S. National Center for Biodiversity Information.

USDA Forest Service

Topic: **Clearcutting**

Summary:

The National Forest Management Act of 1976 permits the use of clearcutting, but states "that clearcutting.... will be used as a cutting method on National Forest System lands only where....it is determined to be the optimum method....to meet the objectives and requirements of the relevant land management plans." The Act further states that the cutting method to be used should not be selected primarily because it will give the greatest dollar return or greatest unit output of timber.

- **Description/Significance:** Despite reductions in clearcutting in the past several years, its use remains controversial because of public concerns regarding its appearance and impacts on the ecosystem.
- **Interested Parties:** General public, environmental/conservation groups, the timber industry, and Congress.
- **Recent Actions:** The Chief proposed a new policy on June 4, 1992, to further reduce the use of clearcutting on national forest lands.

Contact: James C. Overbay, Deputy Chief for the National Forest System, 202-205-1523, Karl Bergsvik, Timber Management Staff, 202-205-1749

* * * *

Additional Information:

Description/Significance: Clearcutting has represented about 35 percent of the total acres harvested and almost 60 percent of the total volume harvested in the National Forest System in the past 10 years. Clearcutting optimizes timber production, establishes stands of shade-intolerant tree species, improves habitat for some wildlife species, salvages dead and dying timber resulting from fire and insect and disease infestations, and increases water yields.

In light of the continuous controversy surrounding clearcutting, the Chief issued direction on September 8, 1988: "Forest Service personnel should seek opportunities to reduce clearcutting when other alternatives will meet our land management objectives." The Renewable Resources Planning Act Program of 1990 projected a 47 percent reduction in clearcutting by the year 2040. In addition, the 1991 Appropriations Act directed the Forest Service to reduce clearcutting by 25 percent from 1989 levels by 1995.

In response to the foregoing direction, the amount of clearcutting has been reduced from 257,156 acres in FY 1989 to 162,513 acres in FY 1992, which represents a 37-percent reduction. However, this reduction is partially due to a lower timber sale program in FY 1992.

Interested Parties: There are four major groups concerned with clearcutting.

- *Timber industry.* The reaction of the industry to a reduction in clearcutting is mixed, however, the majority of purchasers dependent upon FS timber and the organizations that represent them oppose the reduction, primarily because it will reduce the total amount of timber harvested in the National Forest System. Some segments of the industry support greater use of alternative harvest methods in lieu of clearcutting.
- *Environmental/conservation groups.* The position of these groups is mixed. A number of groups support a reduction or even the elimination of clearcutting. However, the most radical of these are opposed to any harvest methods (clearcutting, shelterwood and seed tree) that create even-aged stands and only support methods (cutting individual trees) that maintain many-aged stands, or advocate no timber harvesting at all. A number of sportsmen's groups and State game departments support the continued use of clearcutting to maintain habitat for such game species as elk, deer, ruffed grouse and wild turkey. Other groups, including the Society of American Foresters, support its use at some level because it has been proven to meet certain land management objectives.
- *General public.* A large share of the public supports a reduction or even the elimination of clearcutting. However, potential reduced revenues to counties resulting from a lower timber sale program concern many taxpayers in local communities.
- *Congress.* A number of bills have been recently introduced that would ban all clearcutting or any even-aged systems of harvest on National Forest System lands; however, they have received little support to date.

Recent Actions: To expedite a further reduction in clearcutting in light of continued public criticism and new management considerations, the Chief proposed a new policy on June 4, 1992, that would eliminate clearcutting as a standard practice on National Forest System lands. The policy sets forth seven criteria to be used in determining when clearcutting would be permitted. The criteria are included in draft planning regulations (36 CFR 219) awaiting publication for public review and comment.

The proposed policy states that clearcutting is permitted only when it is determined to be the optimum method of timber harvest and the only practical method to meet one or more of the following seven criteria:

1. To establish, maintain or enhance habitat for threatened or endangered species.
2. To enhance wildlife habitat or water yield values or to provide for recreation, scenic vistas, utility lines, road corridors, facility sites, reservoirs, or similar developments.
3. To rehabilitate lands adversely impacted by events such as fires, windstorms, or insect and disease infestations.
4. To preclude or minimize the occurrence of potentially adverse impacts of insect and disease infestations, windthrow, logging damage, or other factors affecting forest health.
5. To provide for the establishment and growth of desired tree or other vegetative species that are shade intolerant.

6. To rehabilitate poorly stocked stands due to past management practices or natural events.
7. To meet research needs.

It is estimated that the proposed policy could reduce clearcutting by as much as 70 percent from FY 1988 levels. Alternative harvest methods would be substituted for clearcutting on most areas of the National Forest System. These would include more visually pleasing methods that would leave residual trees, plus wood material on the ground to maintain site productivity. One of the consequences is expected to be increases in the cost of sale layout, logging, and contract administration. More frequent entries into stands and accompanying increased road maintenance will also result in increased timber program costs. In addition, it is estimated that there would be a 10 percent or more decrease in the level of the timber sale program due primarily to reduced per-acre yields on many areas as a result of leaving residual trees.

Topic: **Competitiveness in World Markets**

Summary:

Most U.S. forest products industries face increasingly severe competitive pressures in both domestic and export markets. These products markets are targeted by competing materials-based industries who are guided by strategies that aggressively synergize marketing and technology (exhibited by the increasing use of plastic-based materials in construction and packaging applications). Secondly, forest products industries in competing countries continue to increase their volumes of forest products exports into the U.S. through combinations of marketing energy and technology-driven advantages in manufacturing costs (exhibited by the rapid expansion in U.S. use of European-produced knock-down furniture). Finally, governments in other countries have restricted their imports of U.S. forest products through the use of nontariff barriers.

- **Description/Significance:** Continued competitiveness in world markets will benefit the U.S. economy and lead to increased demands for wood-saving technologies that are high-valued and environmentally sound. Benefits will also occur in the development of human capital in the U.S. for solving the earth's most important environmental problems as they relate to our forest resources.
- **Interested Parties:** Competitiveness in world markets affects producers and consumers of forest products and the management of renewable resources in the U.S. Within USDA, the Foreign Agricultural Service has responsibility for trade policy and would develop a USDA position on any proposal to affect the forest product situation through trade policy changes.
- **Recent Actions:** There have been many recent changes including the Technology Transfer Act of 1988, the U.S./Canadian Free Trade Agreement, and the bilateral trade talks with Japan. Future actions that will influence the competitive situation of the U.S. industry includes the European Common Market, North American Free Trade Agreement (NAFTA), and General Agreement on Trade and Tariffs (GATT) negotiations.

Contact: Thomas E. Hamilton, Associate Deputy Chief for Research, 202-205-1507

* * * *

Additional Information:

The U.S. forest-based industries are attempting to maintain their share of traditional market, by focusing toward the goals of expanding (1) the presence of forest-based products in markets dominated historically by other producers; and (2) the U.S. share of export forest products markets. Toward these ends, domestic markets such as outdoor recreation, nonresidential building construction, and bridges

have been targeted by key U.S. industry associations for aggressive market development effort. Similarly, huge potential export markets such as those in the Far East (Japan, Korea, and China) have also been targeted.

Description/Significance: By virtue of its resources and expertise in all fields of forestry, the Forest Service has the capability to greatly assist the forest-based industry in efforts to maintain existing markets and expand new markets. Implementation of the Technology Transfer Act of 1988 has resulted in, among other changes, new authorities to enter into Technology Transfer Agreements with industrial firms. Within each of these agreements can be built provisions which address the protection of confidential business information and ownership of intellectual property (i.e., patents) which arise as a product of the partnership. This positions the Forest Service to work on problem identification and problem solving of some of the most important forest resource science problems faced by the United States. Extensive opportunities exist to both train and develop the needed human capital that the U.S. will need to maintain its competitiveness in the world's economy.

(**Note:** The degree to which that capability should be applied and the direction in which it should be focused have not been clearly defined, nor has the role of the Forest Service in enhancing U.S. Economic competitiveness in general. *See* Robert B. Reich, 1991. The Work of Nations: Preparing Ourselves for 21st Century Capitalism. New York: Vintage Books 339 pp.)

Interested Parties: The stakeholders in the U.S. world competitiveness are many and diverse with billions of dollars, existing laws, and strong feelings at stake.

Recent Actions: The Forest Service has in place existing programs to assist States in development of assistance programs to improve the efficiency of timber growing and processing. Existing research targets include development of new technologies primarily through the Forest Products Laboratory, and development of techniques to efficiently grow and process timber and outdoor recreation opportunities. Research within the context of ecosystem management will develop ways to provide for timber harvesting while maintaining other ecosystem values.

USDA Forest Service

Topic: **Cost Efficiency**

Summary:

Several significant action plans and studies are underway which will result in saving dollars through increased efficiency. Three of the most significant efforts are: improving cost efficiency of the timber sale program, downsizing Regional Offices and consolidation of Research Stations, and the field structure review underway in conjunction with the Department's broader effort.

- **Description/Significance:** With the increasing Federal deficit, there will be ever increasing concern about the efficiency of government. Opportunities exist within the Forest Service to streamline programs to save money, but there is resistance to some of the changes that are needed.
- **Interested Parties:** The employees affected by program changes are always very interested, as are the communities in which they live. Any major change in the location of administrative offices or the level of program activity affects communities and often encounters congressional resistance, just as in the closing of military bases. This is especially true of some Forest Service facilities since they often provide a significant portion of the economic base in rural communities.
- **Recent Actions:** Three major efforts have focused on reducing costs. The first are efforts aimed at streamlining the administrative structure, such as the consolidation of four of the eight Experiment Stations into two and a study of the field structure of the National Forest System program that could provide information on consolidation of selected Regional Offices and National Forests. The second is a reduction of about $13 million in the cost of the Washington Office and the Regional/Experiment Station/Area Offices so that more funds could go to on-the-ground programs. The third is an ongoing analysis of how to increase the cost efficiency of the timber sale program and testing of a below-cost timber sale policy to eliminate unjustified below-cost timber sales.

Contact: Thomas J. Mills, Associate Deputy Chief for Programs and Legislation, 202-205-1071

* * * *

Additional Information:

Description/Significance: Forest Service programs are large and geographically dispersed. Even with the long tradition of decentralization of decisionmaking because of the diversity of the natural resources being managed, considerable funds are still spent on general program management at the regional and national levels.

Interested Parties: Affected Forest Service employees, and cities and towns that stand to lose offices, are the affected parties. Success, or lack of success, with the two research station consolidation proposals will be important indicators of the fate of additional proposals. Past efforts to consolidate administrative offices have often been blocked by Congress. Congress' interest is reflected in the administrative provision carried in each annual appropriations report that prohibits any regional changes without congressional approval. Similar congressional and forest industry concerns were expressed in the recent development and testing of a draft policy to eliminate unjustified below-cost timber sales.

Recent Actions: A study is underway to determine how to best increase the cost efficiency of the timber sale program, including downsizing the workforce to correctly size the organization with the current level of the timber program. Similarly, a below-cost timber sale policy has been developed and field tested. Once implemented, it would eliminate the timber sales that do not either show a fair return to the Government or are the least cost means to accomplish other management objectives.

We have announced actions to change existing organizations. First, three of the nine Regional Offices either have, or are proposing to reorganize and downsize their staffs. These reorganizations will not only result in more effective work, but also are expected to eventually result in reductions in staffing of 20 percent. Second, Congress has been notified of a proposal to combine the Southern and Southeastern Forest Research Station headquarters and the Rocky Mountain and Intermountain Research Station headquarters. The intent is to only eliminate duplication of headquarters personnel, not the number of research scientists. Congress has requested additional information about these proposals.

The Forest Service is an active participant in the ongoing field structure review being conducted by the Department and the Office of Management and Budget. The number of Regional Offices and Forest Supervisor headquarters locations is being reviewed in light of today's increased ease of transportation and communications.

The significant reduction in the timber sale program over the past 5 years has also led to an ongoing effort to downsize the timber sale workforce, especially in Washington and Oregon (Pacific Northwest Region), in California (Pacific Southwestern Region), and in Idaho and Montana (Northern Region). A freeze on hiring from outside the Forest Service has been implemented to facilitate the rapid and efficient placement of the surplus staff to other positions.

USDA Forest Service

Topic: **Disaster Assistance**

Summary:

The USDA Forest Service has specific involvement in several disaster and emergency assistance programs. This involvement has been developed and encouraged through our concept of total mobilization for wildfire suppression over the years. The Forest Service provides orderly and continuing assistance to other Federal agencies and State and local governments by sharing its expertise and experience in the management of emergency situations and by mobilizing personnel, equipment, and aircraft. As an example, the Forest Service has been involved in the Exxon Valdez oil spill restoration, enhancement, and rehabilitation of the resources and services in Prince William Sound and the Gulf of Alaska.

- **Description/Significance:** Providing disaster and emergency support assistance enables the Forest Service to share its skills with other agencies, and enhance State and local recovery operations.
- **Interested Parties:** Entire disaster and emergency assistance community across America including Federal, State, and local governments.
- **Recent Actions:** Provided support to recovery efforts after 2 hurricanes and 2 typhoons in 1992.

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657

* * * *

Additional Information:

Description/Significance: Disasters often cause loss of life, human suffering, loss of income, failure of infrastructures, and property loss and damage. Because disasters often disrupt the normal functioning of governments and communities, special measures are necessary to assist the States and local communities in expediting the rendering of aid, assistance, and emergency services and the reconstruction and rehabilitation of devastated areas. The Forest Service provides skills and expertise from years of mobilizing for fire suppression and supporting disaster and emergency assistance programs.

The Forest Service joins 26 other Federal agencies and the American Red Cross during activation of the Federal Emergency Management Agency (FEMA) Federal Response Plan. The primary responsibility of the Forest Service is firefighting, with support on request to the 11 other emergency support functions of the plan. The Forest Service provides equipment, supplies, firefighters, incident management teams, contracting teams, and other personnel as needed.

The Forest Service also provides principal technical advisors to FEMA on State wildfires through the Disaster Assistance Program.

The Forest Service supports the Environmental Protection Agency (EPA) and the U.S. Coast Guard by serving on the national response team and 13 regional response teams during emergencies that threaten natural resources with chemical and oil spills, and other hazardous material. The EPA provides direction for inland problems and the Coast Guard for marine problem assignments.

The Forest Service provides membership support on State and county emergency boards throughout America. Agency members assist in training and preparation for State and County responses to local human-caused and natural disasters and emergencies.

The Forest Service supports The U.S. Agency for International Development's Office of Foreign Disaster Assistance (USAID/OFDA) in response to international disasters and relief efforts. We join in efforts to assist victims of drought, floods, famine, earthquakes and other natural and human-caused disasters; these efforts are directed by USAID/OFDA.

The Forest Service is cooperating with three State agencies and the Departments of Interior and Commerce in the damage assessment and restoration of resources in Prince William Sound and the Gulf of Alaska. In the fall of 1991, the United States and the State of Alaska settled their claims against the Exxon Corporation and Exxon Shipping Company for natural resource and service damages from the Exxon Valdez oil spill. The Federal and State Trustees, including the Forest Service, are developing a Restoration Plan, and funds are dispensed by the Court appointed Federal Trustee Council. The Forest Service has spent approximately $14 million for restoration and assessment and additional reimbursements will be forthcoming under the terms of the Exxon Settlement Agreement.

Interested Parties: Federal Emergency Management Agency; Environmental Protection Agency, U.S. Coast Guard, State foresters; National Fire Protection Association, U.S. Fire Administration; the Department of the Interior's Bureau of Land Management, National Park Service, and Fish and Wildlife Service, and all the State and county emergency boards across America.

Recent Actions: The Forest Service participated in developing the final draft of the Federal Response Plan, which was distributed in Fall 1992. It provided incident management teams, fire crews, work crews, materials and supplies from caches, equipment and cargo hauling in support of recovery efforts after Hurricanes Andrew and Iniki in Fall 1992. The agency also assisted in the rewrite of the USDA, State, and County Emergency Board Emergency Operations Handbook.

USDA Forest Service

Topic: **Downsizing**

Summary:

A smaller workforce will be needed by the Forest Service in the future.

- **Description/Significance:** The budget and workload are declining. Approximately 1,500 employees are surplus to the Agency's needs in fiscal year 1993.
- **Interested Parties:** Employees and their representatives.
- **Recent Actions:** A freeze on outside employment has been instituted and a priority placement system designed. However, some employees may be separated.

Contact: Charles R. Hartgraves, Associate Deputy Chief, for Administration, 202-205-1709.

* * * *

Additional Information:

Description/Significance: Court rulings regarding old-growth forests and endangered species have reduced the amount of timber that may be sold by National Forests in 1993. Timber sales have historically accounted for a large portion of the Agency's budget and personnel. The Forest Service's budget for fiscal year 1993 is $124 million lower than for fiscal year 1992, and in addition, the Agency must absorb increasing pay and benefit costs. Regional Foresters and Research Station Directors report the need to eliminate 1,468 employees in fiscal year 1993 and approximately 1,000 more through 1997.

While attrition normally removes about 1,800 employees from the rolls each year, the surplus employees are concentrated geographically in the Pacific Northwest and demographically in a range of grades and lines of work that do not closely match attrition. In addition, employees often have ties to certain geographic areas and are reluctant to move. Although policy and practice emphasize relocating surplus employees to continuing positions, some involuntary separations are anticipated.

Interested Parties: Employees and their representatives, particularly the National Federation of Federal Employees, have taken issue with the identification of individual employees as surplus. They question the selection of one person or program for reduction as opposed to others.

Recent Actions: The Chief has instituted a freeze on adding permanent employees that went into effect November 9, 1992. A computer-supported priority placement system has been designed and will be implemented when bargaining with the union is completed. Agency managers will assess the situation in January 1993 and decide whether it is necessary to proceed with extreme measures such as reduction in force or priority placement without union approval.

USDA Forest Service

Topic: **Ecosystem Management**

Summary:

Ecosystem management is the operating philosophy of the Forest Service for stewardship of lands and resources to achieve environmentally sensitive, socially responsive, economically feasible, and scientifically sound multiple-use management of the National Forest System. Ecosystem management means using an ecological approach to achieve the multiple-use management of National Forests and Grasslands by blending the needs of people and environmental values in such a way that National Forests and Grasslands represent diverse, healthy, productive, and sustainable ecosystems. This effort is an outgrowth of the New Perspectives initiatives and includes the continuation of demonstration projects. The Ouachita National Forest in Arkansas was selected as an illustration of ecosystem management in practice. Similar activities are in place in every region of the Forest Service.

- **Description/Significance:** The Forest Service is adopting a new approach to land management that emphasizes the integration of functions that are ecologically sound, socially acceptable, and economically feasible.
- **Interested Parties:** Private sector, Congressional committees, conservation and environmental groups, natural resource colleges and universities, and State and local governments.
- **Recent Actions:** Based on the success of New Perspectives activities, the Chief stated the ecosystem management policy on June 4, 1992; an Ecosystem Management staff was chartered on July 28, 1992; Regions, Research Stations, and the Forest Products Laboratory presented implementation strategies on September 4, 1992; revisions to the Land Management Planning regulations and manual direction are ready for publication; a coordination of ecological classification systems across the Regions is underway, including the development of a consistent set of measures.

Contact: James C. Overbay, Deputy Chief for National Forest System, 202-205-1523; Jerry A. Sesco, Deputy Chief, Research, 202-205-1665

* * * *

Additional Information:

Direction for ecosystem management will be in Forest Service regulations, manuals, handbooks, Forest plans, and project decisions to implement Forest Plans. Direction for Forest Service Research on ecosystem management is in the Strategy for the 90s. Strategic guidance for ecosystem management and ecosystem management research is in the 1990 Resources Planning Act Program.

Aims for ecosystem management include:

- Take care of the land by continuing to restore and sustain the integrity of its soil, air, water, biological diversity, and ecological processes.
- Within the sustainable capacity of the land, meet the needs of people who depend on natural resources for food, fuel, shelter, livelihood, and inspirational experiences.
- Within the sustainable capacity of the land, improve the well-being of communities, regions, and the Nation through diverse, cost-effective, and environmentally sensitive production, use, and conservation of natural resources.
- Seek balance and harmony between people and the land with equity between interests, across regions, and through generations, meeting this generation's resource needs while maintaining options for future generations to also meet their needs.
- Improve the effectiveness of public participation in land and resource decisionmaking.
- Expand conservation partnerships between Forest Service managers, other agencies, and the publics they serve in carrying out ecosystem management.
- Strengthen teamwork between managers and scientists, including the integration of social, biological, and physical science disciplines.

Ecosystem management should ensure that production of resource products, values, services, and uses desired by people from the National Forest System is done in ways that sustain healthy and productive ecosystems for future generations.

Every National Forest has at least one ecosystem management demonstration project. Research stations have one or more projects focusing on ecosystem management. Other related activities across the U.S. include learning centers and university symposia series.

USDA Forest Service

Topic: **Field Structure Study**

Summary:

Secretary of Agriculture Edward Madigan and Director of the Office of Management and Budget Richard Darman commissioned the formulation of a joint USDA/OMB SWAT Team on May 11, 1992, to review the Department of Agriculture's field structure. The purpose of the review was to determine whether the Department's current field structure was both effective and efficient in administering agricultural and forestry programs.

- **Description/Significance:** Reductions in the number of Forest Service field offices may occur.
- **Interested Parties:** It is expected that the Senate Committee on Agriculture, Nutrition, and Forestry will push for consolidation of administrative offices.
- **Recent Actions:** Information briefings on the findings of the team review have been given to officials in USDA and OMB. A policy call to proceed has not been made by the existing Administration.

Contact: Charles R. Hartgraves, Associate Deputy Chief for Administration, 202-205-1709

* * * *

Additional Information:

Description/Significance: The team focused primarily on the National Forest System (NFS) component of the organization and the Regional Office level of the NFS. This approach was chosen because the NFS component of the Forest Service represents 79 percent of the total budget and 92 percent of the full-time equivalent people. Preliminary findings of the review indicate reduction of Forest Service field offices is possible.

The Regional Office level affords the greatest opportunity for savings in terms of both costs and people with the least impact on field operations. Savings at the Forest and District levels would be moderate to low, with potential for high impact on field operations. Much of the potential consolidation has already occurred at the District level. The team did consider other organizational alternatives. This included the elimination of the Regional Office level, and co-location of program offices such as Research Stations and Regional Offices.

Interested Parties: We expect additional hearings and requests for information by congressional committees in 1993. When sites are identified for possible consolidation, there will be high interest from local community members, officials, and the affected congressional delegations.

The Appropriation Committees have a high interest and have included the following language in the Agency bill every year since 1973:

> None of the funds made available under this Act shall be obligated or expended to change the boundaries of any region, to abolish any region, to move or close any regional office for research, State and private forestry, or National Forest System administration of the Forest Service, Department of Agriculture, without the consent of the House and Senate Committees on Appropriations and the Committee on Agriculture, Nutrition, and Forestry in the United States Senate and the Committee on Agriculture in the United States House of Representatives. P.L. 102-154 (FY 1992)

To date, the information on identified sites have been made known only to officials in USDA and OMB. It is expected that communities will oppose any movement of offices out of their communities.

Recent Actions: The team has completed the review and is putting the various briefing papers into one document for the Secretary and OMB's use.

USDA Forest Service

Topic: **Financial Management**

Summary:

Good financial management is an important factor contributing to the efficient delivery of Government programs responsive to the needs of the public. The Forest Service is committed to improving financial management in conformance with Governmentwide standards of accounting and reporting to better support budget formulation, budget execution and program management. The Forest Service itself, General Accounting Office and Office of Inspector General auditors, and Congressional subcommittee staff have identified areas that need improvement.

- **Description/Significance:** Improvements in reliability of financial information is needed to meet the requirements of the Federal budget process, the Federal Managers Financial Integrity Act, the Chief Financial Officers Act, and program management.
- **Interested Parties:** Forest Service, Department of Agriculture, Office of Management and Budget, congressional authorizations and appropriations committees, General Accounting Office, Treasury, environmental and commodity interest groups.
- **Recent Actions:** The Agency has established a national team to focus and coordinate Agency excellence in financial management actions. A comprehensive action plan designed to establish priorities actions and assign specific responsibilities for accomplishment is under development.

Contact: Charles R. Hartgraves, Associate Deputy Chief for Administration, 202-205-1709; Thomas J. Mills, Associate Deputy Chief for Programs and Legislation, 202-205-1071

* * * *

Additional Information:

Description/Significance: Forest Service reviews over the past several years, as well as some external reviews, have identified several areas for immediate attention:

- Improved definitions of financial management responsibilities and accountability for financial, program, and line positions.
- Improved training and development of people with financial management responsibilities.
- Improved accuracy and timing of financial information to support agency financial and resource management and to satisfy the Department of the Treasury's requirements and standards, congressional direction and to aid in making resource management decisions.

Interested Parties: Interest groups on opposing sides of significant policy issues, such as The Wilderness Society and the National Forest Products Association,

have challenged the accuracy and reliability of Forest Service accounting and resource accomplishment data as it relates to their interests.The General Accounting Office's audit of the FY 1988 Financial Statements pointed out a number of errors and inconsistencies. The Office of Inspector General's audit of the FY 1991 financial statements criticized basic timber data entered into the accounting system. Forest Service reviews of accounting operations and the Timber Sales Accounting System have noted some instances of units not complying with national direction.

Recent Actions: The Forest Service began working to to improve financial management in 1987. The "Excellence in Financial Management" initiative focuses on coordinating actions to achieve higher management standards, to improve accountability and support sound decisionmaking. The Excellence in Financial Management initiative emphasizes the following areas:

- *Improving financial management responsibility and accountability.* Clarifying and improving financial management responsibility and accountability for key positions in the organization. Determining knowledge, skills, abilities, and proficiency requirements needed for line, program, and financial management staff to produce the desired results.
- *Improving training and development.* Establishing training and development programs so that employees in all positions can accomplish their financial management responsibilities.
- *Improving financial information.* Establishing and refining corporate financial data and information requirements and the systems required to collect and use corporate financial data to meet the needs of Congress, the Office of Management and Budget, and the Department of Agriculture.
- *Improving financial management systems and processes* Assuring that budget, accounting, and other finance-related administrative systems, processes, analyses, and internal controls meet Department and Governmentwide financial requirements and the needs of Forest Service management and external users of the information, and are timely, efficient, cost-effective, and user-friendly.

Actions successfully negotiated with Congress include:

- Two-year appropriations for the National Forest System and Research.
- Changes to the fire appropriations structure to increase responsiveness to emergency situations.
- Changes to the Forest Service budget structure to facilitate charged-as-worked and monthly monitoring of financial statements.

Actions implemented at the national headquarters include:

- Increased emphasis on Congressional intent analysis.
- Progress toward a completely automated budget allocation system.
- Increased quality of the budget allocation advice to field units.

USDA Forest Service

Topic: **Forest Health**

Summary:

About 85 million acres of Forest lands in the United States are affected by insects and diseases annually in the United States. Mortality from all causes approaches 5 billion cubic feet, or about 20 percent of the net annual growth of the Nation's forest resources. The accumulation of dead and dying trees, combined with drought conditions, contributes significantly to the risk of major wildfires. Long-term management using sound ecologic principles is needed to restore and maintain the health of our Nation's forests.

- **Description/Significance:** Restoring and maintaining forest health requires a commitment to long-term management using sound ecological principles.
- **Interested Parties:** Forest products industry, environmental organizations, professional organizations, and landowners all have a vital interest in forest health.
- **Recent Actions:** Preparing and implementing an update of the forest health strategic plan has been part of the Forest Service's emphasis on ecosystem management.

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657 or James C. Space, Forest Pest Management Staff, 202-205-1600

* * * *

Additional Information:

Description/Significance: In the West, particularly in California, Idaho, Oregon, and Washington, trees are dying from the combined effects of prolonged drought and insect and disease attack. Some 40 to 45 million acres are affected annually. In the East and South, an additional 40 to 45 million acres are affected by insects and disease. Gypsy moth defoliation increased fourfold from 1 million acres in 1988 to over 4 million acres in 1991. Southern pine beetle infestations nearly tripled in area from 1990 to 1991 and now cover 11 million acres. This pest significantly affects red-cockaded woodpecker habitat.

In many of these areas, past management practices, including selective overstory removal, livestock grazing, and fire exclusion, have contributed to the present tree species mix and overstocked forest conditions, which are more susceptible to insect and disease infestations, and catastrophic fire conditions. In the summer of 1992 alone, nearly 70,000 forest fires destroyed approximately 1.5 million acres of forest, destroyed over 1,200 homes and other buildings, and required the evacuation of 35,000 people.

Past practices were instituted in response to societal needs at the time. Harvesting practices responded to demands from growing communities for lumber, mine timbers, and railroad ties. Fire exclusion programs were developed to protect communities and resources from fire. For example, the 1871 Peshtigo Fire burned over 3.5 million acres and killed about 1,500 people in Wisconsin and Michigan. In 1910, fires in Idaho and Montana burned 30 million acres and leveled many towns.

As we learn more about how forest ecosystems function, we adapt new strategies to meet the ever increasing demands of society. This ecosystem approach places greater emphasis on maintaining and enhancing forest health for the long-term and less emphasis on short-term fixes such as suppression and salvage logging. While continuing to recognize the impacts of insects, disease, and fire on forest resources, this approach recognizes their natural role in ecosystem function.

Recent Actions: The Forest Service developed and implemented a forest health strategic plan in 1988 and updated it as part of its emphasis on ecosystem management. The Forest Service also developed the Salvage Sale Procedures Task Force Report and Recommendations in March 1992.

In 1992, five hearings were held in the Senate and House and one bill was introduced in the House.

President Bush declared an emergency timber salvage effort for the Pacific Northwest and Northern California in September 1992. In response, the Forest Service developed new National Environmental Policy Act (NEPA) regulations to categorically exclude small timber sales to expedite timber salvage sales.

The Forest Service established the Forest Health Monitoring Program with the Environmental Protection Agency and State Foresters in 1990 and implemented it in 14 States. A USDA Forest Service and Forestry Canada partnership developed and implemented the North American Sugar Maple Decline Project.

The Blue Mountains Natural Resource Institute (BMNRI), established in eastern Oregon in May 1991, comprises local, State, and Federal agencies, private industry, and university scientists. Under the BMNRI, a forest health assessment was conducted of the Blue Mountains. Ecosystems in 10 of 19 river basins were outside the healthy range.

To deal with the danger of invasion by the Asian gypsy moth, the Forest Service, in cooperation with the Animal Plant Health Inspection Service and the States of Oregon and Washington, conducted a $19 million survey and eradication program in 1992.

USDA Forest Service

Topic: **Forest Health Monitoring**

Summary:

There is considerable interest in how forest pests, air pollution, climate variation, other stressors, and management methods are effecting the health of our Nation's forest ecosystems. The Forest Service has responded to this interest by establishing the National Forest Health Monitoring Program to measure, interpret, and report the effects of these factors on the health of our forests.

- **Description/Significance:** The National Forest Health Monitoring Program initiates long-term in-situ monitoring to provide quantitative regional and national scale measurement of forest ecosystem health.
- **Interested Parties:** Federal, State, and local forest managers; forest policy makers; interested publics.
- **Recent Actions:** The Forest Service began forest health monitoring in 6 New England States in 1990 and has expanded it to 14 States in 1992.

Contact: Thomas E. Hamilton, Associate Deputy Chief for Research, 202-205-1507

* * * *

Additional Information:

Description/Significance: Without a systematic program to monitor the health of our forest ecosystems, the Forest Service cannot meet its obligation to describe, assess, and protect the health of America's forests at regional and national scales. The Forest Health Monitoring (FHM) Program is designed to provide this systematic program.

The FHM Program is an approach to collecting, analyzing, and reporting information about the health of all forest lands in the United States. The three components are: (1) detection monitoring, (2) evaluation monitoring, and (3) intensive-site ecosystem monitoring.

- *Detection monitoring* provides information from a network of permanent plots distributed throughout the Nation's forested areas. It also has a survey component which provides information from routine and special forest pest surveys, forest inventories, and weather, climate, and air pollution monitoring information.

- *Evaluation monitoring* is the process for determining cause, extent and severity of changes in forest health status that could not be obtained in detection monitoring.

- *Intensive-site ecosystem monitoring* provides the most detailed, long term data for ecosystem research to determine cause, predict rates of change in forest conditions, and identify responses.

The FHM Program's design approaches forests as ecosystems. Forest health denotes both the productivity and resiliency of forest ecosystems. A healthy forest produces biomass in a variety of layers, supports a diverse web of life, and maintains normal functioning in the face of stress.

The FHM Program is a collaboration among the Research and State and Private Forestry (S&PF) and National Forest Systems (NFS) arms of the Forest Service, State forestry agencies, and the U.S. Environmental Protection Agency's (EPA) Environmental Monitoring and Assessment Program (EMAP). The partnership between Research, S&PF, and NFS is essential to a fully implemented FHM Program.

The FHM Program supports the Forest Service's Research Strategic Plan's emphasis on ecosystem research. Data from this coordinated monitoring effort will contribute to expanding resource management options on forest lands.

When fully implemented, the FHM Program will provide a consistent set of national and regional data about the condition of U.S. forests. These data will be directly applicable to the RPA Assessment process.

The FHM Program will provide broad regional information as well as intensive, site-specific information essential to the Department's Forest Health Initiative.

The FY 1993 Appropriations will enable detection monitoring in 14 States (Maine, New Hampshire, Vermont, Massachusetts, Connecticut, Rhode Island, New Jersey, Maryland, Virginia, Delaware, Georgia, Alabama, Colorado, and California). This continues our 1992 activities.

The FY 1993 Appropriation will also allow us to initiate intensive-site, ecosystem monitoring in one forest type in 1993. When implemented, such monitoring will be conducted on a core site plus a variable number of satellite sites. Hubbard Brook Experimental Forest in New Hampshire will be our first core site.

Interested Parties: The Forest Health Monitoring Program is a strong partnership effort of the Forest Service, National Association of State Foresters, and the EPA. Additional interested parties are the National Science Foundation's Long Term Ecological Research Site (LTER) network, and the Global Environmental Monitoring (GEM) program.

Recent Actions: The Forest Service has initiated forest health monitoring, and continues to expand it in order to provide a quality assured/quality controlled ecological data base for future assessments and management actions. The Program directly responds to the Forest Ecosystems and Atmospheric Research Act of 1988 (P.L. 100-521)

USDA Forest Service

Topic: **Forest Legacy**

Summary:

The Forest Legacy Program is one of several programs in the 1990 Farm Bill that seek to promote the long-term integrity of forest lands. It is a conservation easement program and participation by landowners is entirely voluntary. The program respects the rights of private property holders – under no circumstances will the right of eminent domain be used for the unwilling taking of private property rights.

The authorizing legislation identified five lead States to be involved in the initial program: Maine, New Hampshire, Vermont, New York, and Washington. The appropriations bill also gave the Commonwealth of Massachusetts an opportunity to join the initial program in 1992.

- **Description/Significance:** The Forest Legacy Program was authorized in the Forestry Title of the 1990 Farm Bill.
- **Interested Parties:** The program was personally sponsored by Senator Patrick Leahy (D-VT) who continues to serve as its champion.
- **Recent Actions:** The program was not included in the Administration's budget proposal in FY 1992 and 1993, but $10 million was appropriated for FY 1993 to continue the program and expand it to other interested states.

Contact: Michael T. Rains, Associate Deputy Chief for State and Private Forestry, 202-205-1331

* * * *

Additional Information:

Description/Significance: Five million dollars was appropriated in FY 1992 for the Forest Service to begin implementation of an initial program. Ten million dollars has been appropriated in FY 1993. The Forest Service finalized guidelines for implementing the initial program in June 1992. One hundred and fifty-two comments on the draft guidelines were received from business and industry; environmental and conservation organizations; Federal, State, and local governments; and land trust organizations.

Recent Actions: The initial program is being implemented. The first Forest Legacy Area is the 26-million-acre Northern Forest Lands Study Area in Northern Maine, New Hampshire, Vermont, and New York. The States of Massachusetts, Washington, and Rhode Island have drafted assessments of need for Forest Service review.

Strong support for the program is coming from land trusts, conservancy organizations, and environmental groups. Concerns about Federal infringement of private property rights have become an issue in some areas.

Expansion of the program beyond the initial States is dependent on future appropriations and designation of any additional State Forest Legacy Program by the Secretary.

USDA Forest Service

Topic: Forest Planning and Revised National Forest Management Act Regulation

Summary:

The National Forest Management Act of 1976 (NFMA) requires that we develop Forest Plans that guide the multiple-use management of National Forests and Grasslands. To date, 119 of the 123 Forest Plans have been completed. Each Plan establishes the goals and objectives for the Forest during the following 10 to 15 years and the stipulations on how they will be implemented. The multiple-use management decisions integrate social, economic, and environmental factors. Forest Plans are dynamic and are adjusted in a timely manner in response to changing conditions or additional scientific information.

The Forest Service has been engaged in the process of revising the agency's land and resource management planning regulation since early 1990. This regulation governs the planning process itself and establishes the national standards for Forest Plans. The proposed changes afford major opportunities for additional efficiency and effectiveness as Forest Plans are revised.

Approximately 50 of the 123 Forest Plans are scheduled for revision during the next 3 years. Without the efficiencies of the proposed regulation changes, costs of revising Forest Plans will be approximately $3 million each. With the proposed regulation, an estimated $76.2 million could be saved over the next 10 to 15 years as Forest Plans are revised, as well as numerous qualitative benefits.

- **Description/Significance:** The proposed rule is designed to simplify, clarify, and strengthen the planning process in an environmentally sound and efficient manner. The rule also responds to recommendations of the Land Management Planning Critique, which was conducted by the Forest Service with the help of The Conservation Foundation and Purdue University. The purpose of Critique was to document what had been learned in the first decade of NFMA planning and determine how to respond to future planning challenges. The rule also responds to issues in Office of Technology Assessment Report on Forest Service Planning. Improvements in the planning process through regulatory change builds on past Forest Service experience and incorporates appeal decisions and results of litigation. It also responds to legislative mandates and new information, thereby keeping Forest Plans dynamic.
- **Interested Parties:** There is widespread interest of general public, Congress, environmental, and industry groups. Conflicting demands of industry and environmental groups must be considered within capabilities of limited resource base.
- **Recent Actions:** On February 15, 1991, an Advance Notice of Proposed Rulemaking was issued, and on January 28, 1992, President Bush issued moratorium on Federal regulations. A proposed rule has not yet been issued. During the next 3 years, 50 Forest Plans will be amended or revised.

Contact: James C. Overbay, Deputy Chief for the National Forest System, 202-205-1523

* * * *

Additional Information:

Description/Significance: The Forest Service is proposing revisions to the National Forest land and resource management regulation, which was adopted in September 1982 to guide development of Forest Plans. Implementation of the 1982 regulation resulted in development of the most comprehensive Forest Plans in the history of the Forest Service, with unprecedented public involvement in Forest Service decisionmaking. To date, 119 of 123 Forest Plans have been completed.

Since the 1982 regulation was adopted, much has been learned about ways to improve forest planning. The Agency is committed to an ecological approach in future management of the National Forest System, which includes phasing out clearcutting as a standard timber harvest practice.

To clarify Agency policies, the Proposed Rule will

- Clarify the relationship between forest planning and project decisionmaking.
- Define ecosystem management and incorporates principles into forest planning process.
- Establish policy on how the Agency will maintain biodiversity on the National Forests.
- Codify as regulations existing Agency and departmental policies resulting from appeal decisions and litigation (e.g., the existing rule does not articulate the nature of Forest Plan decisions nor the role of project decisionmaking and associated National Environmental Policy Act compliance).
- Phase out clearcutting as standard timber harvest practice and establish criteria that define when clearcutting is appropriate.

To streamline process requirements, the Proposed rule will

- Reduce complexity of existing process by eliminating unnecessary steps.
- Establish flexibility to allow Regions and National Forests to coordinate key planning issues.

To strengthen key planning components, the Proposed Rule will

- Emphasize planning decisions based on ecological parameters.
- Enhance emphasis on monitoring and evaluation of Forest Plans and increase accountability of Forest Service to public for plan implementation.
- Enhance the public's role in decisionmaking and strengthens working relationships with other governments (other Federal, Tribal, State, Regional, and local governments).
- Emphasize consistency across administrative units.

Interested Parties: The Forest Service's mission is to protect the land and its resources—water, timber, recreation, wilderness, fish and wildlife habitat, minerals, livestock forage, and other resources. Although the land base on the National Forests has remained relatively constant, the demand for goods and services has increased; and therefore, widespread public controversy over how the Forest Service manages land and resources has continued.

NFMA regulation provides systematic process for making decisions on how land and resources are managed: the degree of preservation and use; choices among environmental, social, and economic values; and choices between what is "ideal" and what is attainable.

USDA Forest Service

Topic: **Global Change**

Summary:

Global change encompasses many potential alterations in the earth's environment including climate change, increased ultraviolet (UV-B) radiation, air pollution, acidic deposition, and intensified land use. These changes will affect natural resource health and productivity and, consequently, decisions regarding management of forests and grasslands. Forest Service global change research provides scientific information to help policy makers and land managers develop sound policies in the face of an uncertain future environment.

- **Description/Significance:** Forests are critical to the global environment and economy. They provide food, shelter, income, and recreation for millions. Forests have a major role in global change. Trees absorb carbon dioxide from the atmosphere, and massive amounts of carbon are stored in trees, forest debris, and forest soils. That carbon is released and adds to the atmosphere's greenhouse gas burden when forests are cut or burned. The international scientific community has issued predictions that global change will affect our forests unlike anything we have yet experienced.
- **Interested Parties:** International community (United Nations Conference on Environment and Development (UNCED), International Panel on Climate Change), national policy makers, natural resource managers, environmental community (non-governmental officers), scientific community (Ecological Society of America, National Science Foundation, National Academy of Sciences, and American Association for the Advancement of Science), and universities.
- **Recent Actions:** The United Nations Conference on Environment and Development (UNCED)/Global Change Convention was held at Rio de Janeiro in 1992 and an UNCED/Desertification Convention is planned for 1993. Conversion of U.S. national initiative to a national program with establishment of a Subcommittee on Global Change Research in the Committee on Earth and Environmental Sciences of the Office of Science and Technology Policy (OSTP) in the Executive Office of the President.

Contact: Thomas E. Hamilton, Associate Deputy Chief for Research, 202-205-1507

* * * *

Additional Information:

Description/Significance: Since 1989, the Forest Service's Global Change Research Program (GCRP) has studied the function of forested ecosystems stressed by extreme, marginal, and rapidly changing environmental conditions. This program has contributed the National Global Change Program established by the President's Science Advisor.

The program has focused on the following four major areas:

1. Understanding the flow of gases and energy between atmosphere and biosphere and means by which land management might mitigate and adapt to these global changes.
2. Disturbance ecology research is a particular Forest Service Research (FSR) strength. FSR has been the leader in fire, insect, and disease disturbance studies. It has been in an excellent position to do studies on global change influence on these disturbances.
3. The area of ecosystems dynamics focuses on ecosystem changes that will result from altered environmental conditions.
4. Human activities and natural resource interactions research addresses the economic and social impacts of global change.

The Forest Service's GCRP is in a central position to link the scales, integrate disciplines and programs necessary to deliver global change research results in a context useful to managers and policy makers. Studies on basic understanding are underway and the assessments of natural resources under future scenarios of global change is planned.

Forest Service is the single entity that possess the scale and scope (geographic and disciplinary) of science, the land/research base, and the resource management responsibility to execute the science in one agency.

Interested Parties: Local, State, Federal, and international natural resource managers; the general public; forest industry; and environmental groups.

Recent Actions: Global Change Research has been and will be a national priority program for the Forest Service through FY 1994.

The Forest Service's Global Change Research Program is an active participant and contributor to the Subcommittee on Global Change Research of the OSTP Committee on Earth and Environmental Sciences.

On October 1992, Forest Service GCRP sponsored a Workshop on Global Change Research and Desertification. The workshop report will contribute to the upcoming desertification convention scheduled for 1993.

USDA Forest Service

Topic: **Grazing Fees**

Summary:

The fee for grazing livestock on National Forests and Grasslands administered by the Forest Service and public lands administered by the Bureau of Land Management (BLM) is a long-standing issue. Livestock producers that use and are dependent on public lands (permittees) and Members of Congress from the West generally feel that the existing grazing fee formula results in a reasonable grazing fee. Some environmental groups and members of congress believe the current grazing fee constitutes a subsidy to permittees. The Executive Branch has supported the current grazing fee formula established by Executive Order 12548 in 1986.

- **Description/Significance:** Grazing fees on public lands will be a strongly debated issue in the coming session of Congress.
- **Interested Parties:** Livestock organizations will be requesting a retention of the existing formula. Environmental groups will be seeking to have the fee raised to a "market value."
- **Recent Actions:** With Forest Service participation, BLM is leading an examination of the feasibility of an incentive-based grazing fee. The Interior and Related Agencies Appropriations Act report (H.R. 5503) language requires BLM to submit a progress report on this effort by March 1, 1993.

Contact: David Unger, Associate Deputy Chief for National Forest System, 202-205-1677; Robert Williamson, Range Management Staff 202-205-1460

* * * *

Additional Information:

Description/Significance: The Public Rangelands Improvement Act (PRIA) fee formula was enacted in 1978. The formula, established for a 7-year trial period, expired in 1985. Executive Order 12548, issued February 1986, extended indefinitely the PRIA grazing fee formula. It applies to grazing on BLM and National Forest lands. In February 1986, the Secretaries of Agriculture and the Interior, submitted their Grazing Fee Review and Evaluation report to the Congress. An update to this report was submitted to the Congress in April 1992.

The National Grasslands grazing fee is set by the Department of Agriculture and represents about 15 percent of total grazing receipts in 1991. National Grasslands are not included in Executive Order 12548. This fee uses the same formula constraint as used on National Forest lands, but has a slightly higher base and relies on indices from the 9 Great Plains States rather than the 11 Western States. The fee has generally been higher the past several years. In 1991, the grassland fee was

$3.58 per animal unit month (AUM) compared to $1.97 per AUM on the National Forests. In 1992, permittees using National Grasslands requested the Department to lower their fees.

Interested Parties: Livestock permittees and the National Cattlemen's Association find that the congressional debate produces uncertainty for the public land permittees. Public land permittees would like some assurance of stability and predictability for future fees and they support a continuation of public land grazing as a "way of life" coupled with rural area stability.

Environmental groups, however, believe that there is a direct relationship between low fees and poor range conditions and that fees should equal agency costs for the livestock grazing program. In 1991, Forest Service costs were estimated at $2.40 per AUM compared to a grazing fee of $1.97 per AUM. Some groups are attempting to remove all livestock grazing from public lands.

Recent Actions: In the last Congress, several bills were introduced to resolve the grazing fee issue. The two most prominent bills were H.R. 481 (Darden) and H.R. 944 (Synar). These bills would have raised the fee to as high as $8.70 per AUM when fully implemented. The Administration opposed these bills. The House passed H.R. 1096, the BLM Reauthorization Act, which included a provision to increase grazing fees to $5.10 per AUM by 1995. However, the Senate failed to take action on the bill. The FY 1993 Interior and Related Agencies Appropriations Act (H.R. 5503) passed by the House included an increase in grazing fees to $5.10 per AUM. In the House/Senate Conference on H.R. 5503, the grazing fee increase was deleted from the bill.

USDA Forest Service

Topic: Information Management: A Framework for the Future

Summary:

To maintain its leadership in natural resource management and research, the Forest Service needs to take advantage of expanding technology to more effectively process, display, and use its critical information resources. The Agency has recently adopted and begun implementing an Information Management Framework that commits the Agency to re-engineer its business processes.

- **Description/Significance:** The present Forest Service information environment is characterized by unconnected local and functional data bases individually supporting the Agency's plans and programs. The challenge is transitioning to a new information environment where data are entered only once at the source, shared and available to all users, and systematically integrated with Forest Service plans and programs. The benefits will include improved long-term ability to respond to issues with readily available, quality information, more informed decisions, better exchange of information with our partners and customers, improved coordination of the decentralized components of our organization, and less duplication of information and systems. The expenses associated with managing and exchanging information will also be reduced dramatically over time (cost/benefit).
- **Interested Parties:** Recent criticism by conservation groups often is directed toward the Agency's inability to accurately and consistently describe or account for its programs and products.
- **Recent Actions:** A strategic information management plan, commissioned by the Chief, has been adopted and is being implemented.

Contact: Charles R. Hartgraves; Associate Deputy Chief for Administration, 202-205-1709

* * * *

Additional Information:

Description/Significance: As mentioned above, the present Forest Service information environment is characterized by unconnected local and functional data bases individually supporting Forest Service plans and programs. This environment has served our decentralized organization and management approach, but it has been a barrier to interdisciplinary program development and implementation. The inconsistently defined data, duplicated in unconnected data bases and systems, have led to redundant efforts in data collection and maintenance, and incompatible information that cannot be effectively brought together for quality decisionmaking or timely, consistent response to requests for information.

The groundwork for change was laid when the Forest Service implemented the Data General Servicewide distributed electronic information system and ethic. Newer technologies are now available enabling the Forest Service to envision a new information environment where data are entered only once at the source (transaction), shared and available to all users, and systematically integrated with Forest Service plans and programs.

Interested Parties: External criticism has often been directed toward the Agency's inability to accurately and consistently describe and account for its programs and products. Generally, past efforts to automate existing information processes have been applauded as forward thinking efforts to be more responsive to the needs of external parties. These past efforts have fallen short because we still remain unable to integrate the information systems or readily share information between them.

Recent Actions: In June 1991, the Chief assigned a national team to develop a Forest Service strategic information management plan. This team reviewed current Forest Service information management procedures and initiatives, external information, and other companies' and agencies' experiences in information management. The team developed a plan that (1) includes a vision and framework to move the Forest Service to an integrated information environment, (2) involves and commits the Forest Service to re-engineer its business processes, and (3) recommends specific strategies to translate the vision and framework into needed actions.

The strategic information management plan is described in "Information Management: A Framework for the Future." This report was adopted by Chief and Staff and the Regional Foresters and Directors in January 1992. Implementation began in February; action has been taken for all seven strategies laid out in the Framework. Significant among these actions are:

- Establishment of a Chief Information Officer responsible for leading the Forest Service into an integrated data and information environment.
- Selection of a single, structured, business-driven, standard methodology that relies on information engineering principles for integrating our information.
- Acquiring information technologies that will support the desired Forest Service information management environment.

USDA Forest Service

Topic: **International Forestry Cooperation**

Summary:

Growing international commitment to sustainable natural resource management and the end of the cold war offer unprecedented opportunities for forging cooperative partnerships for conservation and sound forest management in all parts of the world. United States leadership in fostering forest partnerships can directly benefit our environment and the domestic economy. The Congress has directed the Forest Service to assume an expanded role in international forestry. With this mandate, the Forest Service is uniquely positioned to contribute its experience and technical expertise to achieve sustainable forest management.

- **Description/Significance:** The Forest Service is assuming a unique and important role in catalyzing mutually beneficial partnerships with other countries and coordinated and effective action for sound forest management and natural resource conservation.
- **Interested Parties:** Among those who share our interests in conservation and sustainable forest management are our partners abroad, other U.S. Government agencies, various multilateral institutions, environmental and development-oriented nongovernmental organizations, and private industry.
- **Recent Actions:** Includes the establishment of the International Forestry Deputy Area of the Forest Service, the International Institute for Tropical Forestry (IITF) in Puerto Rico, a number of operating agreements with other countries, the Sister Forest Pilot Program, and a forum for dialogue with other U.S. agencies working internationally.

Contact: David A. Harcharik, Associate Deputy Chief for International Forestry, 202-205-1569

* * * *

Additional Information:

Awareness of the importance of the world's forest ecosystems to global economic, social, and environmental stability and of the need for conservation and sustainable management of forests everywhere is growing. Likewise, in the United States and the world, commitment to international cooperation on forest and natural resource management issues is rapidly increasing. This is evidenced by the signing of the Forest Principles and Agenda 21, at the United Nations Conference on Environment and Development (UNCED) – the "Earth Summit" – and by the recently announced Forests for the Future Initiative.

The United States has assumed a leadership role in this arena in the past. In particular, forest management and conservation was an issue of highest priority for the United States in the UNCED negotiations. Though the negotiation of a

global convention on forests gave way to agreement on a nonlegally binding set of Forest Principles, the United States has remained committed to advocating a global agreement on forests. These trends, along with geopolitical events in Eastern Europe and the former Soviet Union, have combined to create a climate of international agreement, financial commitment, and opportunity for international forestry cooperation.

In a parallel development, the 101st Congress directed the Forest Service to assume a significantly greater role in international environmental affairs and appropriated funds directly to the Forest Service for international work through the "Global Climate Change Prevention Act," Title XXIV of the 1990 Farm Bill (PL 101-624), and the "International Forestry Cooperation Act," Title VI of the Foreign Operations Appropriations Bill (PL 101-513).

Description/Significance: The Forest Service is unique among Federal agencies in its mandate to engage in international forestry cooperation. As a result, the Forest Service is expanding and strengthening its international programs and actively pursuing opportunities for cooperative relationships with others who share our commitment to global resource conservation. The Forest Service can contribute extensive, technical expertise, and a century of land management experience to such partnerships. The experience of the Forest Service is particularly applicable to nations with temperate and boreal forest ecosystems.

Interested Parties: The "community of interests" regarding international forestry issues includes a wide variety of players. Among them are the following: the U.S. Agency for International Development (USAID), the Department of State, the Food and Agriculture Organization of the United Nations (FAO), the International Tropical Timber Organization (ITTO), the International Union for the Conservation of Nature (IUCN), the World Wildlife Fund (WWF), Conservation International, the Audubon Society, the International Hardwood Products Association (IHPA), the International Society of Tropical Foresters (ISTF), and the Tropical Forest Foundation (TFF).

Recent Actions: In response to Congressional direction, the Secretary of Agriculture announced the creation of the Forest Service International Forestry Deputy Area in June 1991. This action will allow the Agency to contribute more extensively and effectively to international forestry cooperation. As directed by Congress, the Forest Service has established the International Institute of Tropical Forestry in Puerto Rico, creating a gateway for sharing information and technology among the full range of natural resource organizations in Latin America.

In addition, the Forest Service has recently initiated formal operating agreements with Brazil, Canada, Mexico, and Russia, plus a number of informal working arrangements with other key partners including Indonesia. The Forest Service has also established a Sister Forests Pilot Program to provide a vehicle for engaging a broad spectrum of field personnel in international technical exchanges. Recognizing a need for enhanced dialogue and cooperation with others who are working to solve global resource problems, the USDA Forest Service has created a forum for regular dialogue and exchange among representatives of government, industry, multilateral organizations, and environmental groups. The Forest Service continues its work in partnership with the USDA Office of International Cooperation and Development (OICD), USAID, and the Peace Corps to provide technical assistance and training in forestry to developing nations.

USDA Forest Service

Topic: Land and Water Conservation Fund Land Purchase Program

Summary:

The National Forest System includes nationally significant resources and land areas that are intermingled with non-Federal lands. In some cases, changing land uses on intermingled parcels jeopardize the conservation objectives of the surrounding areas. The Land and Water Conservation Fund (LWCF) provides for the purchase of land and interests needed for public recreation, environmental, and conservation purposes to provide recreation opportunities such as Wild and Scenic Rivers, National Scenic Trails, National Recreation Areas, and Wilderness Areas; to protect threatened and endangered species habitat, special ecological areas, and other resources; and to acquire public access. The LWCF program has bipartisan support and is highly regarded by a large segment of the public.

- **Description/Significance:** The LWCF is the primary means of purchasing land for recreation, environmental, and conservation purposes.
- **Interested Parties:** Conservation groups strongly support LWCF. Some groups oppose the concept of increasing Federal ownership, but they often support specific projects.
- **Recent Actions:** The LWCF program began in 1965. In the past 5 years, the Forest Service program has averaged 29 percent of the appropriations for Federal acquisitions. Land purchases have averaged 97,368 acres per year to protect critical wildlife habitat, wetlands, wilderness, national scenic trails, and other special areas.

Contact: Henry W. Montrey, Associate Deputy Chief for National Forest System, 202-205-1465

* * * *

Additional Information:

Description/Significance: The LWCF has been an unqualified success in the protection and public use of thousands of special places. Since 1965, Congress has made a commitment to acquire recreation opportunities for present and future generations. We are now reaching a critical point in land conservation stewardship and recreation access. Development pressures from an increasing population threaten remaining open space, while the lack of recreation opportunities, especially near urban areas, contributes to social stress.

The USDA Forest Service is one of four Federal agencies (the others are the USDI Bureau of Land Management, National Park Service, and the Fish and Wildlife Service) participating in the LWCF program. Funds are derived from the sale of

surplus Federal real properties; a portion of Federal taxes on motorboat fuel; Outer Continental Shelf drilling fees; and entry fees at selected Federal recreation areas. While $900 million is annually credited to the fund from drilling fees and other sources, less than half of that amount is annually appropriated. The last decade saw a dramatic decline in LWCF appropriations and today about $9 billion authorized by Congress remains unappropriated. This makes the next decade extremely critical to saving open space and providing for public recreation.

Lands are acquired to prevent threats to lands, water, and/or wildlife; provide important recreation needs and opportunities; manage and protect Wild and Scenic Rivers, National Scenic Trails, Wilderness Areas, and National Recreation Areas; protect threatened and endangered species habitat, special ecological areas, and other resources; acquire land for recreation areas; and to acquire public access to existing lands.

These purchases typically reduce management costs and problems by eliminating inholdings and improving public access. The Forest Service prepares the Administration request by prioritizing tracts based on environmental benefits, threat of development, and other factors. In recent years, virtually all land purchases are the result of the congressional earmarking of funds to acquire specific properties or areas.

Alternatives such as exchange and partial interests are considered before a decision is made to purchase land in fee. The LWCF purchase program receives broad support and nearly all Forest Service acquisitions involve willing sellers. The rare cases (less than 1 percent) when condemnation is used involve situations where there is no reasonable alternative.

All land purchases are acquired at market value, or less, unless approved by Congress. Purchases of $150,000 or more are submitted to the Secretary of Agriculture for approval and subsequent 30-day oversight by the House and Senate Agriculture Committees before completion.

Interested Parties: A diverse spectrum of conservation groups strongly supports the LWCF program, including The Nature Conservancy, The Trust for Public Land, The Conservation Fund, The Sierra Club, The Wilderness Society, the Appalachian Trail Conference, The Audubon Society, the Isaac Walton League, The Wildlife Federation, the Rocky Mountain Elk Foundation, and many other groups. Although some individuals and groups may oppose the premise of additional Federal land ownership, they often strongly support the acquisition of particular tracts. States and local counties, although interested in maintaining their local tax bases, usually support the purchase of lands within National Forests that eliminate the need to provide local infrastructure (police and fire protection, school bus routes, etc.) that would be required if isolated lands were developed.

Recent Actions: In recent years, LWCF appropriations have primarily been to purchase specific tracts or areas. The Forest Service has attempted to obtain appropriations enabling it to acquire land in specific categories (congressionally designated Wilderness Areas, trails, Wild and Scenic Rivers, National Recreation Areas, etc.) rather than just specific parcels. This would allow the Forest Service to better respond to emergency situations.

USDA Forest Service

Topic: **Law Enforcement**

Summary:

The House Subcommittee on the Civil Service has requested that the General Accounting Office, Office of Special Investigations determine the status of the Forest Service's progress in implementing the USDA Office of Inspector General (OIG) recommendations that the Forest Service ensure the overall organizational and investigative independence of its law enforcement function.

Another major activity involves efforts to eliminate the illicit cultivation, manufacture, or distribution of cannabis or other controlled substances on National Forest System lands. The Forest Service closely coordinates with the Office of National Drug Control Policy in budget and program development activities.

- **Description/Significance:** In 1988 the OIG found that the Agency's law enforcement program was not sufficiently independent of line management to ensure investigative independence.
- **Interested Parties:** Congress, USDA/Office of Inspector General, Office of Management and Budget (OMB) and the General Accounting Office (GAO).
- **Recent Actions:** The Forest Service has proposed establishing the law enforcement staff as a separate staff and has initiated a high priority assessment of regional law enforcement plans. A major activity of Forest Service law enforcement involves efforts to eliminate the illicit cultivation, manufacture, and distribution of cannabis or other controlled substances on National Forest System lands. The present budget for this effort is at $9.7 million. The Forest Service closely coordinates with the Office of National Drug Control Policy in budget and program development activities.

Contact: Charles R. Hartgraves, Associate Deputy Chief for Administration, 202-205-1709

* * * *

Additional Information:

In a July 1, 1988, oversight review report, the OIG recommended: (1) the Forest Service's Law Enforcement Group (LEG) was not sufficiently independent of line management, as defined by the standards of the President's Council on Integrity and Efficiency, to perform objective investigations; (2) a plan of investigation should be prepared for each investigation; (3) case initiation should be a structured, formal process and the case file should be an official, standardized record which documents all information uncovered by an investigation; and (4) the LEG management information system should be improved to include a method to

track investigations and their prospective results. In the report, the OIG recommended that the Forest Service ensure the overall organizational independence of its law enforcement function.

Description/Significance: In order to assess the status of the Forest Service law enforcement organizational independence, the GAO is seeking examples, if any, of instances of management interference and/or conflict of interest in any Forest Service investigation. GAO is specifically interested in instances, occurring after July 1988, that may have compromised an investigation. This may include instances of management's (1) refusing to initiate and refer a criminal investigation; (2) disapproving, restricting, or disclosing the use of standard law enforcement procedures and techniques; (3) close relationships with business or community interests that created a conflict of interest that compromised an investigation.

Interested Parties: Forest Service management advised OIG that it would consider the investigative independence issue by conducting a study of three Regions for the purpose of evaluating alternative organizational and supervisory schemes. Agency managers also proposed new policy on how to handle internal "interferences" and were conducting a needs assessment for an automated information system. A request was made by Congressman Sikorski, Chairman of the Subcommittee on the Civil Service, to OMB requesting that the Forest Service be placed on OMB's High Risk List because of perceived conflict of interests that may impede the investigations conducted by the Agency.

Recent Actions: On May 6, 1992, a request was made by OMB to USDA, Deputy Secretary Ann Veneman to respond to management problems cited by Congressman Sikorski. Deputy Secretary Veneman responded on June 29, 1992, that the Forest Service has taken significant steps to enhance its law enforcement program in the last 2 years.

Examples included elevating the Washington Office law enforcement position from Branch Chief of the Law Enforcement Group to Assistant Director of Fiscal and Public Safety, which provides greater visibility for the law enforcement program and better integration with Washington Office staff groups. Two Branch Chief positions were established under the Assistant Director, one for training and support, the other for operations and policy. Regional Offices have also increased their investigative staffs to provide oversight to sensitive investigations.

Approximately 100 line officers annually receive managerial law enforcement training, which has proved to be an effective tool to educate these managers about their law enforcement program responsibilities.

Veneman further stated that in July 1991, the Forest Service issued policy requiring investigations to be conducted with total independence and free from any interference. To further ensure investigative independence and to further remedy the perceived conflict of interest, the Forest Service will take these additional measures: (1) establish a new Staff Director of Law Enforcement and Investigations, who will report to the Deputy Chief for Administration; (2) establish a Washington Office internal investigations unit reporting to the Director of Law Enforcement and Investigations; (3) direct Regional Foresters to assess and ensure that their law enforcement organizations meet the investigative independence standards set forth by the President's Council on Integrity and Efficiency; and (4) streamline

the whistleblower/hotline process involving Forest Service complaints and incorporate the new process formally into policy issued through the Forest Service directive system. The Director of Law Enforcement and Investigations will provide oversight of this process, including the case management information system function.

Regional Foresters will make necessary changes to bring their law enforcement organizations into compliance with the independence standards. The Chief of the Forest Service will monitor the Regional Foresters' actions to ensure compliance. Regions have been directed to review their programs and submit their law enforcement plans to the Washington Office for review and approval by January 1, 1993.

USDA Forest Service

Topic: **Litigation**

Summary:

The Forest Service is litigating a wide variety of cases brought under public resource laws, such as the National Forest Management Act, the 1872 Mining Law, and the Endangered Species Act, and other laws, such as the Federal Tort Claims Act, the Quiet Title Act, and the Civil Rights Act. The most significant areas of litigation relate to threatened and endangered species and biodiversity; Fifth Amendment takings in range management conservation programs; Federal reserved water rights; and special use permits.

- **Description/Significance:** In the last several decades, the stakes have increased over how public resources in the United States are allocated and for what purposes. As a consequence, the controversies have become more contentious, and the litigants on all sides have become more sophisticated – scientifically, politically, and legally. Under a variety of laws, primarily the National Forest Management Act (NFMA) and the National Environmental Policy Act (NEPA), the Forest Service provides for public involvement in Agency decisionmaking. Administrative costs have increased, both for reaching consensus during the planning process and for protecting individual rights and changing societal concerns when resource management decisions are made. Opportunities exist within the Forest Service to reduce these costs while working toward equitable decisions.
- **Interested Parties:** Litigants against the Forest Service include environmental interests, permittees, industry and commodity groups, and individuals. To differing degrees, the outcome of this litigation affects the local and national economy and environment. These effects have sometimes been difficult to quantify and trade off against each other, because no simple balancing test exists and interests are constantly shifting.
- **Recent Actions:** The Forest Service has taken several steps to improve decisionmaking and reduce litigation. These include increased coordination with the USDA Office of General Counsel, both in the Washington Office and the field; clarification of the procedural requirements of NEPA and intensified training of all personnel in how to implement those procedures; clarification and streamlining of procedures under the National Forest Management Act, including the appeals process; increased opportunities for public involvement in decisionmaking; and greater integration of scientific research with forest management through ecosystem management.

Contact: Mark A. Reimers, Deputy Chief for Programs and Legislation, 202-205-1663; Bjorn M. Dahl, Legislative Affairs Staff, 202-205-1136

* * * *

Additional Information:

Description/Significance: The Forest Service is involved in several takings cases related to mining, grazing, communication, and other specific uses, and in a number of cases involving the management of special areas. The most significant case is *Hage v. United States*, 91-1470L (Cl.Ct., filed 9/26/91), in which the plaintiff has alleged that the Forest Service has effected a taking of private property rights through administration of a grazing permit.

The Forest Service has approximately 35 pending forest planning and related cases, typical of which is *Sierra Club v. Marita*, 90-C-0336 (E.D. Wis.). Environmental plaintiffs claim that the Nicolet Forest Plan violates the National Forest Management Act of 1976, the National Environmental Policy Act, and raise issues of maintaining biodiversity.

The Forest Service has approximately 60 pending cases alleging violations of the National Environmental Policy Act (NEPA). In *Save Chelan Alliance v. U.S. Forest Service*, Civ. No. 92-250 (E.D. Wash., filed June 29th 1992), the plaintiffs allege that the agency has failed to adequately evaluate the environmental effects of the allocation of the watershed to commercial timber harvesting in the Forest Plan.

The Forest Service has several pending cases, including *Hage*, involving aspects of its grazing program; one case in recreation management involving calculation of fees for ski area permits in Utah; two pending cases involving regulation of mineral operations on the National Forests; and four pending cases involving adjudication of water rights in streams that flow through National Forest System lands.

The Forest Service has several major cases pending in the U.S. Court of Claims that involve timber contracts. In particular, plaintiffs in eleven consolidated cases, known as *Stone Forest Industries, et al. v. United States*, claim that the external pricing index that the Forest Service used to establish prices for Douglas fir stumpage that plaintiffs purchased was inadequate and they have demanded refunds of several million dollars. In *Seaboard Lumber Company, et al.*, lumber companies who speculated and then defaulted on eighty timber sale contracts in the mid-1980s have sought to avoid liability. Litigation may result in collection of approximately $75 million in damages, interest and administrative penalties against the defaulting timber sale purchasers.

USDA Forest Service

Topic: Log Import Quarantines and Regulations

Summary:

No regulations currently exist for importing logs and other wood products. The USDA Forest Service and the Animal and Plant Health Inspection Service (APHIS) are cooperating to analyze forest pest risks and evaluate mitigation measures for log imports. Risk assessments by the Forest Service and regulations by APHIS have been completed or are in progress for larch from Siberia, Monterey pine and Douglas-fir from New Zealand, and Monterey pine and hardwoods from Chile. Meanwhile, APHIS is developing general regulations for log imports.

- **Description/Significance:** The risk of new pest introductions as a result of log shipments is a serious concern because exotic insects and diseases continue to be costly problems in U.S. forests.
- **Interested Parties:** West coast sawmill owners, National Forest managers, State regulatory agencies, environmental groups, private landowners, university faculty, and elected representatives.
- **Recent Actions:** Continuing pest risk assessments for proposed log imports. Advice and support of APHIS efforts to write rules on quarantine and importation.

Contact: Michael T. Rains, Associate Deputy Chief for State and Private Forestry, 202-205-1331.

* * * *

Additional Information:

Description/Significance: Interest by the timber industry in importing logs to supply west coast sawmills is escalating. The risk of new pest introductions as a result of log shipments is a serious concern. Historical introductions of exotic forest pests include white pine blister rust, chestnut blight, gypsy moth, and Dutch elm disease. These introduced insects and diseases have had devastating effects on U.S. forests. Controlling forest insects and diseases requires large expenditures of funds by the Forest Service and other agencies for research, technology development, and operations. Besides the economic effects, introduced pests have produced serious ecological effects, altered tree species composition, reduced forest biodiversity, altered wildlife habitat, and diminished scenic values. The best defense against introduced pests is keeping them out of the country. Import regulations will contribute to this goal.

Interested Parties: There are interested parties positioned on both sides of this issue. Importers wish to maintain production at west coast mills that are currently operating below capacity. Mill production affects jobs in the Western States. The governments of the countries of origin are eager to find markets for their own forest products.

Concern over the risk of allowing the unregulated movement of imported logs has been voiced by the Agriculture Departments of Oregon and Washington, by forestry, entomology, and pathology professors, by scientific professional societies, and by individual citizens. This concern ranges from positions of zero risk tolerance to positions of risk allowance with appropriate mitigation.

Recent Actions: APHIS regulatory decisions hinge on adequate risk assessments, and the risk assessments for log imports have been managed by the Forest Service. Teams of experts in forest entomology, pathology, and economics assemble scientific information on trees and pests of the country of origin. From this information, and from information collected during site visits, the team identifies and quantifies the risk using a methodical procedure developed by APHIS.

At the request of APHIS, the Forest Service in 1991 completed a risk assessment on the importation of larch from Siberia. The assessment documented significant risk of new forest pests introduced into this country from unprocessed logs if allowed from this region. To mitigate this risk, APHIS required a protocol that includes heat treatment of logs to kill all pests. Industry has stated that heat treatment is not economically feasible, so no logs have been imported from Siberia.

The Forest Service in October 1992, completed a second risk assessment, on the importation of logs from New Zealand. The risk assessment found that New Zealand forest industry protocols for log handling from felling to shipping considerably reduce the risk of pest introduction. Because of these mitigation procedures, APHIS is proposing to allow importation of logs from New Zealand without requiring heat treatment.

As a more long-range solution to the concerns about log imports, APHIS is developing general regulations to cover importations of all wood products. The regulations will establish an organized system for importing unmanufactured wood under conditions adequate to prevent the introduction of forest insects and diseases.

The Forest Service is one of the agencies serving on the interagency advisory group to develop quarantine regulations for wood imports. This team effort is helping to define the issues that must be addressed so that regulations for safe log imports can be devised.

USDA Forest Service

Topic: **Mining Law Revision**

Summary:

Revision of the 1872 Mining Law has been a focus of the environmental community for the past several years. The law gives citizens and corporations of the United States a statutory right to access to available public lands for the purpose of exploration and development of certain valuable minerals. Upon discovery of a valuable mineral deposit (i.e., one that is profitable to develop) and upon meeting other statutory requirements, the miner may elect to receive fee title to the mineral lands. The GAO estimates the gross value of minerals produced per year under this law at $1.2 billion. The right to develop a valuable mineral deposit is subject to surface management regulations and environmental statutory requirements such as the National Environmental Policy Act, the Clean Water Act, and the Endangered Species Act.

- **Description/Significance:** At issue is a clash between those who believe the basic precepts of the 1872 Mining Law in conjunction with existing environmental law is adequate, and those who believe a mineral development specific environmental law must be enacted.

- **Interested Parties:** Industry, environmental groups, and State and local governments.

- **Recent Actions:** The Bush Administration has supported revision of the law to make changes in the revenue system, mineral subject to location, and modification of the surface title system. The Administration has consistently maintained that access, self-initiation, and security of tenure must not be changed.

Contact: Henry W. Montrey, Associate Deputy Chief, National Forest System, 202-205-1465

* * * *

Additional Information:

Description/Significance: The 1872 Mining Law was passed at a time when the nation was promoting settlement and economic development of the West. It is a procedural law for access and development of mineral resources on public lands, not an environmental statute. For the next century, environmental sensitivity was not sufficiently developed to provide the standard safeguards in place today, resulting in many unreclaimed sites. A public attitude of environmental consciousness and a change in national policy during the last 30 years have resulted in numerous environmental laws and regulations. These are applicable to mineral development under the 1872 Mining Law, and have fundamentally

changed the manner in which minerals are developed pursuant to the law today. About 3,800 acres have been patented under the law from 1987 through 1991.

Proponents of mining law revision maintain that self-initiation must be eliminated; environmental standards must be made part of the mining law; increased returns to the treasury are appropriate; and ability to obtain fee title for a modest charge is a fiscal give-away.

Opponents of mining law revision maintain that the basic tenets of access, self-initiation, and security of tenure are minimum requirements for risk taking; the system supports an industry that provides tens of thousands of jobs; the system is fundamental to maintaining the wealth of the Nation; and there is sufficient revenue in the form of corporate and individual income taxes to Federal, State, and local governments.

Most people recognize that there have been abuses of the system and that the system can be modified to avoid future abuses while maintaining or improving the economic conditions of the country.

Interested Parties: The groups most interested in amending the mining law are the mining industry, environmental organizations, and State and local governments in highly mineralized areas of the country. The mining industry opposes change that eliminates the basic precepts of access, self-initiation, and security of tenure; opposes a revenue-generation system that would increase costs; and supports change to eliminate abuse concerning residential occupancy, minerals subject to the law, and refinement of the fee title provisions. Environmental organizations favor elimination of the right of access, self-initiation, and security of tenure; support returns to the treasury through a royalty payment provision; and support land management planning and environmental provisions as part of the law. State and local governments largely in the Western States (including the highly mineralized States of Alaska, Idaho, Montana, and Nevada) favor a national policy that promotes development and maintains the law with some exceptions. These State governments view the changes proposed by environmental groups as a threat to their tax base and economics.

Recent Actions: The last two sessions of Congress have considered fundamental changes to the law. The House in the 102nd Congress passed a major revision that died in the Senate, and the FY 93 Appropriations Act included a provision for collection of an annual $100 holding fee from mining claimants.

USDA Forest Service

Topic: **National Forest Foundation**

Summary:

The National Forest Foundation is an independent charitable and nonprofit corporation headquartered in Washington, DC. It was established by the National Forest Foundation Act of 1990.

- **Description/Significance:** The National Forest Foundation will serve as a catalyst for developing partnerships and cooperative relationships for the benefit of Forest Service activities.
- **Interested Parties:** Those persons and organizations interested in supporting Forest Service activities.
- **Recent Actions:** The Foundation's Board of Directors was appointed in June 1992. The initial organizational meeting of the Board took place October 6-7, 1992.

Contact: Mark A. Reimers, Deputy Chief for Programs and Legislation, 202-205-1663

* * * *

Additional Information:

Description/Significance: The National Forest Foundation Act, Title IV-Forest Foundation, Public Law 101-593 (November 16, 1990) authorized the establishment of this Foundation. The purposes of the Foundation are to encourage and accept donations and gifts for the benefit of the Forest Service; conduct activities that further the purposes of National Forest and National Grassland management; encourage educational and other assistance that supports multiple use, research, cooperative forestry, and other programs administered by the Forest Service; and promote cooperation among the Forest Service, the private sector, and other governmental and educational institutions.

Interested Parties: Private conservation organizations, industry, the academic community, State and local governments, and the philanthropic community.

Recent Actions: The Secretary of Agriculture appointed the following to the Board of Directors:

for 6-year terms

Sheldon Coleman, Jr.; Sheldon Coleman Enterprises; Wichita, KS
Stephen Fausel; LaMont; Burlington, IA
Donald Kendall; PepsiCo, Inc.; Purchase, NY

James A. McClure; McClure, Gerard & Neuenschwander; Washington, DC
Y. Sherry Sheng; Metro Washington Park Zoo; Portland, OR

for 4-year terms

Ralph E. Bailey; American Bailey Corporation; Stamford, CN
Dr. James "Red" Duke; University of Texas Medical School; Houston, TX
Grant Gregory; Gregory and Hoenmeyer, Inc.; New York, NY
Charles Howell III; Public Policy Consultant; Nashville, TN
Robert Model; Mooncrest Ranch; Cody, WY

for 2-year terms

Derrick Crandall; American Recreation Coalition; Washington, DC
Ray Friedlob; Brenman Raskin, Friedlob and Tenenbaum; Denver, CO
Judith C. Herrera; Herrera, Herrera, Baird & Long, P.A.; Santa Fe, NM
Robert Trowbridge; Yankee Publishing Company; Dublin, NH
Hal Walt; Forester, Retired; Ashland, OR

The Chief of the Forest Service is an ex-officio member of the Board and Don Kendall was elected Chairperson. Bylaws of the Foundation were adopted at the October 7 meeting.

USDA Forest Service

Topic: **National Institutes for the Environment Proposal**

Summary:

A group of scientists and professional organizations and associations have proposed a new Federal agency to focus on priority environmental research and education needs. If formed as proposed, the new agency would become the National Institutes for the Environment (NIE) and would operate as a granting agency for basic and applied research. The proposed operation would be similar to that of the National Institutes of Health (NIH).

- **Description/Significance:** Proponents of NIE feel it could improve coordination of environmental research activities. Reviews have questioned whether NIE adequately considers the capabilities of existing Federal and State Agencies to achieve the same environmental science and education objectives the new agency would address.

- **Interested Parties:** All Federal, State, and non-profit agencies currently engaged in environmental research and education could be directly affected by the outcome of the NIE proposal. A major question relates to the definition and scope of "environmental research and education" under the proposal; for example, would creation of a new agency duplicate responsibilities already mandated to existing agencies?

- **Recent Actions:** The Forest Service has already responded to the NIE proposal and suggested that an *ad hoc* consortium of environmental research organizations would be a better alternative than creating a new Federal agency. It would build on long-term research capability rather than adding a major new component to the existing research network.

Contact: Jerry A. Sesco, Deputy Chief for Research, 202-205-1665

* * * *

Additional Information:

Description/Significance: Stephen Hubbell of Princeton University and Henry Howe of the University of Illinois at Chicago are co-founders of the NIE Committee. They organized the first meeting in December 1989 in Washington, DC. About 50 academics, Congressional staff, Federal officials, environmentalists, and university lobbyists participated in the meeting and discussed how society might deal with new environmental challenges. This core group grew to its present strength of about 4,500 individuals and organizations.

The initial objective of NIE was advocacy for the environment. This was to be accomplished by raising the awareness of deficiencies in environmental science

and training in the Federal Government and in academic and professional communities; and by promoting a national debate about how to best resolve environmental dilemmas.

The current objectives of NIE are to:

Improve Research and Decision Making on Environmental Issues. This would be accomplished by making environmental sciences a high, national priority and by improving access to technical environmental information and interpretation by decisionmakers and the public.

Accelerate Progress by Sponsoring Research that Permits Solution of Environmental Problems. Several activities would be accomplished under this objective, but the bottomline outcome is aimed at presenting policy options based on science.

Promote Environmental Training and Education. It is proposed that this objective be accomplished through formal educational programs in universities and through public information programs.

Interested Parties: Every Federal agency currently conducting environmental research and education has a program related to the NIE proposal. Within the Federal Government, the Forest Service has the conservation leadership role. The Agency leads in this area through research, education, and management of National Forests and Grasslands. State Foresters, Professional Forestry Schools and Colleges, Cooperative State Research Service, Agricultural Research Service, Soil Conservation Service, and Cooperative Extension Service would also have a great interest in the possible implications of NIE on setting priorities for environmental education and research. Finally, but not least, Congress would have an interest in the proposal due to possible effects on current services and efficiency in government expenditures

Recent Actions: The Forest Service recognized the same needs raised by the NIE Committee in the mid 1980's and moved toward more interdisciplinary problem solutions. This approach is clearly identified in the long-term strategic plan of the Agency (RPA) and is reflected in the strategic plan for Forest Service Research. Also, the Agency embraced recommendations of the National Research Council's (NRC) report of "Forestry Research: A Mandate for Change." An Assessment of the NRC Report was done in response to Public Law 101-624, 104 Stat. 3545. The Forest Service is currently coordinating with Cooperative State Research Service, university officials, and others to determine how to accomplish the recommendations in the report. Implementation of the NRC recommendations should meet the needs expressed in the NIE proposal, especially those pertaining to natural resources.

USDA Forest Service

Topic: Natural Resource Conservation Education

Summary:

School teachers, educators, and youth organization leaders across the country are searching for unbiased sources of information on people's interaction and impact on the environment. What do people need to know to make intelligent choices in living an environmentally sensitive life? A focal point for debate is often how public resources should be allocated to be preserved or used to produce goods and services. To meet this educational need, the Natural Resource Conservation Education Program promotes increased awareness, knowledge, and appreciation of natural resources. It promotes critical thinking skills and fosters the individual's responsibility to conserve, preserve, and wisely use natural resources. This education program builds on a unique partnership between the National Association of State Foresters and the Forest Service. The funds for the program are primarily used with other partners to jointly contribute to individual projects throughout the Nation.

- **Description/Significance:** Only through enriching the learning process can a caring and concerned public take action in the conservation of natural resources.
- **Interested Parties:** Federal, state, and local agencies, educators, and private industry work together in partnership to promote and/or fund a variety of conservation education projects.
- **Recent Actions:** The effectiveness of Forest Service funds more than doubled through cost-share agreements in over 150 projects nationwide in fiscal year 1992.

Contact: Michael T. Rains, Associate Deputy Chief for State and Private Forestry, 202-205-1331

* * * *

Additional Information:

Description/Significance: Solving the complex problems of today and the future will require bright minds interested in science and engineering and with a depth of understanding of people's interactions with the world we live in. Recent government reports stress the need to interest students in science and engineering to meet the projected demands for PhD candidates.

Current Forest Service environmental education programs reach out to school districts and national networks to put unbiased information regarding environmental choices in the hands of educators. Partnership is the key. Partnerships leverage dollars that increase the effectiveness of the Natural Resource Conservation Education Program and allow for local involvement in delivery. Partnerships with national organizations and other Federal agencies are also cultivated at the Forest Service headquarters.

National guiding principles of the Natural Resource Conservation Education Program are used in selecting the conservation education projects to be funded. The principles include using factual information about natural resources as the basis for education; complementing programs through partnerships; creating awareness and understanding of career opportunities in natural resource fields; acknowledging cultural diversity and regional differences; using forests and grasslands as living classrooms; and addressing local needs and concerns.

The Natural Resource Conservation Education Program is the Forest Service's response to the Environmental Education Act of 1990. As a natural resource agency, the Forest Service has a defined role to assist in carrying out the mandate of this Act, complementing the Environmental Protection Agency's efforts, which focus more on risk assessment and pollution prevention.

Interested Parties: The Natural Resource Conservation Education Program's primary partner is the National Association of State Foresters and State Forestry Agencies. However, at least 20 other organizations, such as the Western Regional Environmental Education Council and the National Association of Conservation Districts, have also been our partners at the National level and probably hundreds of state and local organizations have become our partners through the country.

Recent Actions: Most projects are being carried out at the Regional and State levels. In addition, national projects have included support for Project Learning Tree; revision of the Investigating Your Environment curriculum; expansion of the Urban Treehouse program; collaboration on an old-growth curriculum; and support for national Boy Scouts and Girl Scouts natural resource programs.

USDA Forest Service

Topic: **Old-Growth Forest Management**

Summary:

Although most of the recent focus of the old-growth conflict has been on the so-called ancient forests of the Pacific Northwest, the issue is nationwide. Some contend that old-growth forests are a unique resource that has been allowed to decline too far, and that much more, if not all, of them should be reserved. Others, who value these forests for their high-quality wood products and their importance in the economy of local communities contend that enough old-growth forest has already been set aside for protection. Still others argue that some additional reserve areas are needed, but that "old-growth values" can also be provided by careful management that allows some harvesting while sustaining the ecosystem.

- **Description/Significance:** The National Forest System contains the largest acreage of old-growth forests of any single ownership and possibly all other ownerships combined, and are located mainly in the Western States.
- **Interested Parties:** Timber industry, environmental/conservation groups, State and local governments, scientific community, and Congress.
- **Recent Actions:** In 1992, actions were taken that significantly increased the acreage of old-growth forests reserved from timber harvest to provide additional protected habitat for northern and Mexican spotted owls, anadromous fish, and goshawks.

Contact: David G. Unger, Associate Deputy Chief for National Forest System, 202-205-1677; Karl Bergsvik, Timber Management, 202-205-1749

* * * *

Additional Information:

Description/Significance: Old-growth forests are distinguished most notably by the size and age of the dominant trees, but also by other structural and functional attributes. Old-growth forests are parts of larger ecosystems that include stands of trees of all ages. Old-growth forests cannot be preserved forever-left alone, they will eventually be destroyed by natural events (fires, diseases, and wind storms) or transformed by natural succession.

About 60 percent of the estimated 30 million acres of old-growth forests on the National Forest Systems are protected from timber harvest. These forests are withdrawn from harvest by congressional designations, such as wilderness areas, and by Forest Plans to provide for biological diversity, wildlife and fisheries habitat, recreation, aesthetics, water quality, and other values.

The largest amount of such protected old-growth forests is in the Pacific Northwest, most of them being protected as northern spotted owl habitat. These old-growth forests contain large volumes of high-quality timber, and the majority of timber harvested has come from such stands. Thus, removing old-growth from timber

production can have severe economic impacts, in terms of management efficiency, jobs, income for local communities, and domestic timber supply. The Forest Service estimates that each 100 million board feet reduction in timber harvest reduces employment by about 1,600 jobs and income by about 72 million dollars. Many of these jobs would be lost as mills improve efficiency and switch to the utilization of young-growth timber, but certainly not all of them and not so rapidly.

Interested Parties: There are five major groups interested in old-growth forest issues:

- *Timber industry.* Generally, the timber industry opposes any further reduction in lands available for timber production. However, they are willing to compromise on additional land withdrawals and to adopt new forestry practices, if this will bring some certainty and stability to timber supply. Many segments support Senator Packwood's bill.
- *Environmental/conservation groups.* Most of the major groups advocate greatly reduced levels of harvest and a permanent old-growth reserve along the lines of bills introduced by Congressmen Vento or Miller. Some groups, like American Forests, take a more moderate stance that advocates a smaller reserve system along with a modification of current harvesting practices.
- *State and local governments.* Local officials generally want the least possible reduction in timber supply because of the social and economic impacts of reduced harvest. State officials take a broader view and are willing to accept some reductions if stability can be gained and funds are made available to soften the impacts of reduced harvest. The State of Washington has been a leader in testing new forestry practices and ways of reaching agreements between the various interest groups.
- *Scientific community.* There is wide disagreement, but generally scientists advocate greater protection of old-growth ecosystems, along with research on ways to manage these forests on a sustainable basis. Leading forest ecologists in the Northwest believe that many of the functions and values of old growth can be sustained through new forestry practices that allow some harvest but on longer rotations and retaining more of the stand structure intact.
- *Congress.* The Congress has considered many proposals in the past several years for establishing old-growth reserves and resolving attendant issues such as the northern spotted owl. Most of these proposals have been directed to the situation in the Pacific Northwest. Only one bill has been reported out of committee (H.R. 4899 from the House Agriculture Committee), but this bill died in the Interior Committee. Congress provided FY 1993 funds for a study by an independent panel of scientists of the old-growth forests in the National Forests of the Sierra Nevada in California. It also authorized a contract with the National Research Council for an assessment of Pacific Northwest forests.

Recent Actions: The Forest Service issued an old-growth policy statement and a national generic ecologically based definition of old-growth forests in October 1989. The regions are now in various stages of developing definitions of old-growth forests for each forest type, based on a generic definition, and are conducting new inventories.

Forest Plans have protected over half of the old-growth forests nationwide and selected younger stands to provide future old-growth forests. In the National Forests in northern California, western Oregon and western Washington that provide habitat for the spotted owl, approximately 70 percent of the 5 million acres of old-growth forests is excluded from timber harvest. The remaining old-growth forests would be harvested and reforested at the rate of about
2 percent each year.

Ongoing research is directed towards methods of harvesting that will maintain more of the attributes, values, and functions of old-growth ecosystems and the acceleration of the development of young growth into old-growth forests.

USDA Forest Service

Topic: **Pacific Yew**

Summary:

Taxol, a chemical extracted from the Pacific yew tree, has proven to be an effective anti-cancer drug. The number of clinical trials using taxol for treating ovarian, breast, and other forms of cancer has increased with the greater availability of the drug. Although this tree occurs on all major types of land ownerships in the Northwest, most trees of sufficient size to provide bark are located in the National Forests. Although taxol has now been chemically synthesized, this new form will not be available in sufficient quantities for at least 5 to 10 years. To meet current projected needs to treat 12,500 to 18,000 patients annually, 38,000 yew trees must be stripped each year.

- **Description/Significance:** Taxol must be extracted from the bark of the Pacific yew tree, which is part of the natural forest and often widely scattered. This yew is a slow-growing tree and difficult to regenerate. Additional research is needed to ensure the sustainability of the Pacific yew.
- **Interested Parties:** There is wide interest among the general public, cancer patients, the medical profession, environmental groups, and land managers.
- **Recent Actions:** To ensure a reliable supply of Pacific yew bark and the maintenance of the species, the Forest Service has issued management guidelines for all concerned National Forests. New Forest Service research is providing guidelines for yew regeneration and management.

Contact: Eldon W. Ross, Associate Deputy Chief for Research, 202-205-1702

* * * *

Additional Information:

Description/Significance: Working closely with the National Cancer Institute and with Bristol-Myers Squibb, the Forest Service has developed an effective partnership in providing the needed yew bark. To ensure that this species is maintained, responsible management guidelines have been released. Most of the bark will come from normal harvesting operations. The new guidelines discuss collection permits, timber sales, and site preparation techniques that promote regeneration of the Pacific yew that should maintain the species as a forest component. Forest Service research is providing new information on how to propagate and grow this species.

Interested Parties: Environmental groups are especially concerned that this species might be eliminated. Forest management groups are concerned that the yew tree management might prevent normal forest operations.

Recent Actions: To meet both the urgent needs and concerns, in addition to appropriate management guidelines, an interim guide to the conservation of the Pacific yew was prepared by the Forest Service and provided direction for the 1992 bark harvest. In addition, on August 7, 1992, the President signed the Pacific Yew Act, which provides direction for the efficient collection and utilization of the Pacific yew. During 1992, additional funds were provided to strengthen and expand the current Forest Service research on the management and conservation of the yew. The Forest Service's Forest Products Laboratory is developing improved methods for extracting the active compound (taxol) so that less bark needs to be collected.

USDA Forest Service

Topic: Presidential Commission on State and Private Forestry

Summary:

The Forestry Title of the 1990 Farm Bill called for a Presidential Commission on State and Private Forests to assess the status of the State and private forest lands of the United States, the problems affecting these lands, and the potential contribution of these lands to the renewable natural resource needs of the United States associated with their improved management and protection.

- **Description/Significance:** One task of the Commission is to study the State and private lands in the United States. Based on the study findings, recommendations will be made to the President with respect to future demands placed on these lands for both commodity and noncommodity needs as anticipated impending changes occur in the National Forest System.
- **Interested Parties:** Key interest groups include forest industry, the State Foresters, local landowners, environmental groups, forestry consultants, the Forest Service, and a variety of forestry associations. The parties are particularly interested in the balanced use of all of America's forests to produce goods and services to help meet demands for domestic and international consumption.
- **Recent Actions:** The National Association of State Foresters, American Forest Council, and several other organizations have supported establishment of the Commission to carry out the duties outlined in Section 1245 of the Farm Bill.

Contact: Michael T. Rains, Associate Deputy Chief for State and Private Forestry, 202-205-1331

* * * *

Additional Information:

Description/Significance: The Forestry Title of the 1990 Farm Bill calls for a 25-member Presidential Commission, representing a broad background of interests, based on nominations made by specific members of Congress. The Presidential Commission will study ownership status and future trends, the potential of non-Federal lands to produce forest-based goods and services, management options, and administrative and legislative recommendations. Based on the study's findings, the Commission will recommend new directions for the cooperative programs to prepare for anticipated changes in the management of the National Forests, especially with regard to timber harvest.

The Presidential Commission and the associated study has not yet been chartered. Although funding was authorized, no funds have been appropriated, and carrying out the functions of the Commission is estimated to cost $2.5 million per year for 2 years.

Recent Actions: The National Association of State Foresters (NASF), as part of its long-range planning, developed a brief to describe the Presidential Commission and study. The NASF supports the establishment of the Commission and conducting a study, as does the American Forest Council. Senators John Kerry and Edward Kennedy of Massachusetts supported the Presidential Commission and study in the 1993 Appropriations process.

USDA Forest Service

Topic: Project 615: Acquiring New Computer Technology

Summary:

The technology acquired through Project 615 will replace existing administrative processing system capability plus implement and internalize Geographic Information System (GIS) capability throughout the Forest Service to improve responsiveness to public needs and mission accomplishment. Project 615 is the next step in the Forest Service's plan to move all data needed for critical mission work into an electronic environment.

- **Description/Significance:** Project 615 will gradually replace aging Data General Computer Systems plus provide GIS capability. It will also provide the computing environment to manage integratable data.
- **Interested Parties:** Congress, General Accounting Office (GAO), General Services Administration (GSA), other Government agencies, and the public.
- **Recent Actions:** The Request for Proposals for Project 615 was released October 16, 1992, with responses from vendors due February 16, 1993.

Contact: Charles R. Hartgraves, Associate Deputy Chief for Administration, 202-205-1709

* * * *

Additional Information:

Description/Significance: Project 615 began in 1988 as a procurement for GIS capability to augment the existing administrative systems residing on the current Data General minicomputers. As a result of comments from industry and an internal reassessment, the GIS procurement was expanded to include replacement of the Data General systems, both to foster full and open competition, and to ensure that a consistent information environment would be maintained into the next decade.

Project 615 will finally provide capability for information utilized in day-to-day natural resource management decisions to be analyzed and shared electronically with internal and external users.

The General Services Administration granted a Delegation of Procurement Authority in December 1989. The General Accounting Office released a report in June 1990, "Forest Service Not Ready to Acquire Nationwide System" (GAO/IMTEC-90-31). The following 2 years were spent working with the US Geological Survey (USGS)

and Mitre Corporation to resolve GAO's concerns. In April 1992, GAO testified before the Subcommittee on Interior and Related Agencies of the House, Committee on Appropriations that the Forest Service had resolved concerns about the proposed acquisition.

To help insure a smooth procurement process and add an extra degree of credibility and independence to the bid evaluation process, the Forest Service has contracted with GSA's Federal Acquisition Center (FEDAC) in Lexington, Massachusetts, to conduct the procurement.

Interested Parties: This procurement has been thoroughly coordinated with USDA. As a result, the USDA increased the requested delegation of procurement authority to allow other USDA Agencies to purchase equipment from the Project 615 contract.

The Forest Service is actively working with the U.S. Geological Survey and the USDA Soil Conservation Service on GIS-related programmatic issues. This coordination effort has been through several committees, including the Spatial Data Management Committee, Federal Geographic Committee, and t

USDA Forest Service

Topic: **Public Involvement**

Summary:

Today's National Forest System management climate is characterized by an active, sophisticated public, by complex laws governing natural resource management, by the Nation's growing cultural diversity, and by increasing public concern for both the environment and the economy. Forest Service managers are stepping beyond traditional approaches to decisionmaking, which are based primarily on arbitrating among competing interests. Recognizing that public involvement in land management planning does not end with the Record of Decision but is on-going, managers are building long-term relationships with the American public, with State, local, and tribal governments, with other Federal agencies, with universities and research organizations, with interest groups, and with Forest Service employees.

- **Description/Significance:** The Agency's success in managing the National Forests and Grasslands for the greatest good of the American people depends on effective public involvement. This requires continuous two-way communication by means that can be accessed by all. Public meetings, one-on-one contacts, field trips, partnerships, and written comments are some of the ways the Forest Service involves the public in planning and decisionmaking.
- **Interested Parties:** Other Government entities (tribal, Federal, regional, State, and local), interest groups (commodity, conservation, preservation), general public, Congress, Forest Service employees.
- **Recent Actions:** The following reports and legislation activities pertain to public involvement:

  1. Critique of Land Management Planning, including public involvement efforts (June 1990).
  2. National Communications Committee's report and recommendations on improving external communications (January 1991).
  3. Advance Notice of Proposed Rulemaking revision of 36 CFR 219 Planning Regulations (February 1991).
  4. Report on Forest Service Planning, including public involvement efforts with the Office of Technology Assessment (February 1992).
  5. Forest Service procedures for implementing the National Environmental Policy Act now required Forest Service units to provide the public with quarterly schedules of projects (September 1992).
  6. Task Force report and recommendations on strengthening public involvement in forest planning (October 1992).

Contact: J. Lamar Beasley, Deputy Chief for Administration, 202-205-1707

* * * *

Additional Information:

Description/Significance: The National Forest Management Act of 1976 directs the Forest Service to develop long-range plans (10 to 15 years) to govern the management of the National Forest System. Public involvement is a central part of the planning process. To date, 118 of 123 Forest Plans have been completed and have included the most extensive and comprehensive public involvement in the Agency's history. The lessons learned from these efforts and others are leading to improvements in public involvement not only in Forest Planning, but in programs and activities throughout the Agency.

The American public has diverse and often competing viewpoints on management of the National Forests and Grasslands, as do the Agency's own employees. Some advocate that National Forests and Grasslands should be managed as "wildernesses" with as little human disturbance as possible. Others value the National Forests for developed recreation, while still others want these lands managed for timber production. The tough balancing act between the environment and the economy is enacted every day on the National Forests and Grasslands.

When managers choose among alternative approaches to management decisions, though, the result is characterized frequently as a "win-lose" situation followed by administrative appeals and increasingly, litigation by those who disagree with the outcome. Many members of the public indicate that they are uncertain as to the reasons a particular decision was made and how their participation influenced the outcome. The Agency is committed to involving the public at the onset of programs and projects, to facilitating dialogue among all interested groups and individuals, and to sharing the results of the involvement, so that better, more implementable management decisions can be reached.

Recent Actions: Several important recent actions have occurred:

- Draft 36 CFR 219 Planning Regulations prepared that strengthen requirement for public involvement in Forest Planning (awaiting release).
- Public Involvement Model/Strategy adopted by Forest Service to assist managers in planning for public involvement. Emphasis on relationship-building, involving public from the beginning, and keeping people informed throughout the process (October 1992).
- Task group established to help strengthen working relationships with other government entities for Forest planning (November 1992).
- Field testing of public involvement model and training in public involvement for employees (on going).

USDA Forest Service

Topic: **Rangeland Management**

Summary:

Management of National Forest System (NFS) rangelands is embroiled in controversy of a highly polarized nature. On the one hand, grazing interests point to the long history of grazing on public lands and the significant contributions made to rural communities and economies. On the other hand, environmental interests point to environmental degradation associated with livestock grazing and question this activity as an appropriate use of public rangelands.

- **Description/Significance:** By focusing narrowly on livestock grazing, the current debates obscure many important social, ecological, and economic dimensions of rangeland management. This situation impairs the ability of Forest Service professionals to manage for healthy rangeland ecosystems that meet the diverse needs of the American people.
- **Interested Parties:** Two key interest groups, livestock producers and environmental groups.
- **Recent Actions:** Through its "Change on the Range" effort introduced in 1986, the Forest Service is striving to reduce interest group polarity and achieve rangeland management that is ecologically sound, socially equitable, and economically feasible.

Contact: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677 or Deen Boe, Range Management Staff, 202-205-1462

* * * *

Additional Information:

Description/Significance: National Forests and Grasslands serve many roles in the ecology, economy, and social fabric of rural America. Their importance is greatest in the West, where they make vital contributions to clean water supplies, livelihoods for rural families, habitats for diverse plant and animal species, open spaces, scenic beauty, and many other benefits. The challenge to the Forest Service is to achieve management that sustains the health, integrity, and productivity of rangeland ecosystems. Healthy rangeland ecosystems are best able to meet the diverse needs of society today, while retaining options for future generations to meet their own needs.

Managing use of rangeland forage by domestic livestock is just one aspect of the management challenge. Debates over livestock tend to take center stage, and rangeland management is often erroneously perceived to be synonymous with livestock management. Effects of wildlife, recreation uses, and other factors are often pushed into the background.

Some of the factors that shape the grazing issue include:

1. About half of all National Forest System lands are in grazing allotments.
2. Over 9,000 livestock producers have permits to graze National Forest System lands.
3. Producer dependency on National Forest System forage varies from 99 percent down to single digits.
4. About 34 percent of allotment management plans fully comply with Forest Plans.
5. On existing allotments today, about 75 percent of the land is in acceptable condition.
6. About 69 percent of riparian areas in allotments are in satisfactory condition.
7. Basic information on rangeland resources is dated—it is commonly 15 to 20 years old.
8. Despite its vital importance to management, monitoring generally receives low priority and little funding.

Interested Parties: The positions of the two key interest groups, livestock producers, and environmental groups tend to be highly polarized. Livestock producers, as a group, are very concerned about how changes in planning objectives, standards, and grazing fees will affect the stability and long-term viability of their operations. For them, the issue is nothing less than economic survival. Most producers are willing cooperators if their participation is invited early-on and if decisions are based on fact rather than conjecture. And while some just want to remain free from government interference of any kind, others wish to be in the forefront developing ecologically sound and socially acceptable solutions to rangeland problems.

Environmental interests are most concerned about deteriorated rangelands, and are eager to see tangible progress toward improvement. As with the producers, there are extremes of view. On one end are those who advocate total and permanent removal of livestock from the public lands. On the other end are those who recognize livestock grazing as a valid activity for achieving ecological and social objectives if done in a scientific and environmentally sensitive manner.

The grazing issue is taking a new turn in current legal debates about whether livestock grazing is a right or a privilege and whether loss of a grazing permit constitutes a "taking" of private property.

Recent Actions: About 6 years ago, the Forest Service initiated an effort titled "Change on the Range" to shift the management focus beyond livestock grazing to the full diversity of rangeland ecosystem concerns, including recreation, fish and wildlife, and livestock production. Significant developments include: new measures to track changes in ecological condition rather than only livestock use; improved integration of management direction; and a program of continuing education, sponsored jointly with the Bureau of Land Management, to improve the skills and knowledge of rangeland professionals. Current priorities include improvement of the allotment planning process; development of integrated monitoring and inventory systems; involvement of diverse disciplines and interests in problem solving; improved integration of science into grassland management; and a partnership effort to address issues related to the interactive effects of big game and livestock on rangelands.

USDA Forest Service

Topic: **Recycling**

Summary:

The United States produces 180 million tons of solid waste annually; over 70 percent of this waste is landfilled. About 44 percent of this landfilled waste is wood and paper products. Only 25 percent of our wood and paper waste is recycled, a level that is below that achieved in other developed nations. Technical problems such as removing contaminants, de-inking, and bleaching need to be overcome and alternate uses of wood and paper wastes are still needed. Technology that leads to increased recycling will save energy and timber resources, and reduce landfill problems. Lack of markets for wood fiber residues and recycled products is currently a major barrier to success.

- **Description/Significance:** The Forest Service can provide technology that will help overcome barriers to increased recycling, thus reducing demand for virgin wood fibers and for landfill space. The Forest Service can also work through its State and Private Forestry field network of technical specialists to support efforts to reduce wood fiber residue production, develop new markets for residues and mill by products, and transfer technologies for producing value-added products from wood wastes.
- **Interested Parties:** Forest Service partnerships include the United States Conference of Mayors, environmental groups, city and county governments, Federal regulatory agencies, State Foresters, other USDA agencies, regional councils, solid waste organizations, conservation districts, development organizations, many small and large businesses, and associations thereof.
- **Recent Actions:** Ongoing Forest Service Research programs in recycling at the Forest Products Laboratory in Madison, Wisconsin, are developing and refining technologies for producing recycled paper and composites of wood and plastics that have commercial potential. Several cooperative research and development agreements (CRADA) have been signed with industries interested in implementing recycling technologies. Outreach efforts have begun to explore possible joint activities with the International Society of Arboriculturists, Solid Waste Association of North America, and the National Forestry and Paper Association.

Contact: Thomas E. Hamilton, Associate Deputy Chief, Research, 202-205-1507

* * * *

Additional Information:

Description/Significance: Thirteen States have banned further introduction of organic matter, including arboricultural tree residues (estimated by ISA at 12 million tons per year) into landfills.

Water quality regulations are increasingly leading to prohibition of storage of wood fiber residue on private lands, such as sawmill sites.

Significant progress has been made by Forest Service Research to tackle technical barriers to recycling. New technologies developed by Forest Service Research can:

- Remove contaminants from waste materials such as disposable diapers and adhesives in waste paper pulps.
- De-ink office waste paper with enzymes.
- Reduce the need for chlorine with enzymatic bleaches.
- Restore fiber strength.
- Recycle corrugated fiber into Spaceboard for furniture and structural applications.
- Make composites of wood fiber with agricultural fibers such as bagasse and kenaf as well as plastics into molded products.
- Increase the life of wood pallets and enable them to be recycled.

Interested Parties: Municipalities and counties are concerned about solid waste problems and opportunities for improved job markets. Private industries are integral to success in technology development and application. An increasing number of cooperative research and development agreements are expected with a consortium of companies that have a stake in recycling. One benefit from this association is the potential for innercity small manufacturing opportunities. Alliances of Federal agencies involved in regulation or waste issues such as EPA, DOE, and USDA Forest Service provide broader application and support potential for Forest Service research.

Recent Actions: Industrial partners have partially funded pilot plant trials of recycling technologies. An extramural study with the University of Washington in de-inking is funded for the next 2 years. Cooperation with manufacturer of office suppliers such as toner and adhesive tapes will simplify recycling processes downstream. Noble Franklin, a company that has licensed rights to commercialize a construction material made from recycled paper developed by Forest Service scientists, has supplied Hollywood set makers with this product, called Gridcore, to replace lauan plywood on their sets.

A new program, Forest Products Conservation and Recycling, has been created within State and Private Forestry to emphasize reducing volume of wood fiber-based contribution to landfills across America. This program will be carried out in partnership with State forestry organizations and through their in-State working relationships. The program focuses on source reduction and market development.

USDA Forest Service

Topic: **Riparian Area Management**

Summary:

The biological diversity found in riparian areas makes them among the most important components of the forest and range landscapes. Many human needs are also focused on the values that are unique to riparian ecosystems.

The beneficial values of riparian areas include recharging of groundwater, moderation of flood peaks, removal of nutrient loads from streams, visual and recreational enjoyment, timber production, forage production, wildlife habitat, and cultural resources. Eighty percent of the threatened and endangered species in the National Forest System are dependent on healthy riparian ecosystems.

- **Description/Significance:** Activities in the past have significantly degraded riparian resources throughout the country.
- **Interested Parties:** The public is concerned about conditions of riparian area, and wants more emphasis and faster progress in achieving desired conditions.
- **Recent Actions:** In 1991, the Forest Service began to implement a riparian management strategy for the restoration and protection of riparian areas.

Contact: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677, James Golden, Watershed and Air Management Staff, 202-205-1475

* * * *

Additional Information:

Description/Significance: The National Forests were established in part ".. .for the purpose of securing favorable conditions of water flows..." from forest and range land watersheds. This includes both quantity and quality of water. Included within this mandate is the active management for and protection of riparian resources. The objective is to protect, manage, and improve riparian areas while implementing land and resource management activities. When conflicts among land use activities occur, riparian-dependent resources are given preferential consideration.

Past timber harvest and grazing practices, along with road construction, increasing recreation use, and mining operations, have caused significant degradation of riparian resources throughout the country.

There are approximately 5.6 million acres of riparian ecosystems in the National Forest System, along 359,000 miles of streams, rivers, and shorelines. Collectively, these lands comprise a small percentage of the land area of the National Forest System, though their importance to maintaining healthy, functioning

ecosystems is great. In 1990, 42 percent of the riparian areas were considered to be in satisfactory condition.

The problems associated with forest health in the interior western forests could seriously affect riparian ecosystems, and this may well illustrate the need for stand management to maintain vigorous tree cover to resist this unprecedented increase in insect and disease outbreaks. This situation is a result of the absence of fire in the environment, past selective logging of the more valuable and fire-resistant dry-land (seral) species, and has been exacerbated by the current six-year drought. While there has occasionally been opposition by some environmental groups to timber management in riparian areas, such a policy would only increase the probability of infestation by insects, particularly bark beetles, leading to significant mortality of the timber cover. This greatly increases the probability of subsequent catastrophic wildfires, so apparent in recent years, and would destroy many of the riparian values that we seek, in common, to protect.

The National Forest System has a vital role in the restoration of wild and naturally reproducing stocks of salmon and steelhead in the Columbia River Basin. There are over 8,000 miles of anadromous fish habitat on National Forest System lands in the Basin. The restoration and management of riparian ecosystems has been identified as one of the key components of the recovery plan. Indian Tribes, especially in the Pacific Northwest, have expressed concern about the condition of riparian areas, and their effect on water quality and salmon habitat.

Interested Parties: Environmental groups have focused heavily on the conditions of riparian areas related to livestock use. The livestock industry feels it has been singled out for unjustified attacks for inherited conditions. Ranchers believe that the issue deserves a broader look, and that the effects of recreation use, roads, travelways, and off-road and all-terrain vehicle use have not received adequate attention.

Recent Actions: In 1988, the General Accounting Office published a report recommending that the Forest Service and the U.S. Department of Interior's Bureau of Land Management take steps to increase the pace of riparian restoration and to reemphasize and reiterate their commitment to this task. The Forest Service has issued "Riparian Management, A Leadership Challenge," in which the Chief calls for leadership to restore riparian areas and wetlands throughout the National Forest System, and to design activities and conduct current uses so that healthy riparian areas and wetlands are not degraded by human activities. The Forest Service's goal is to complete restoration of 75 percent of the unsatisfactory riparian areas and wetlands by the year 2000. Plans have been prepared in each region.

As a result of this strategy, important ecosystem values and functions are being restored where they had been degraded by past uses. Through the efficient use of existing funding, and seeking out partnerships among other agencies and National Forest users, progress toward the restoration of riparian areas and wetlands is being achieved.

USDA Forest Service

Topic: **Roadless Areas**

Summary:

Twenty-three percent of the 191.3-million-acre National Forest System is inventoried roadless areas that meet the basic criteria for inclusion into the Wilderness Preservation System. Intense controversy on future management of roadless areas for roaded uses has continued for three decades. Activities that change an area's roadless character, including timber harvest; mineral, oil, and gas extraction, developed campgrounds, and ski areas, are opposed by those interested in maintaining these areas in a roadless condition until they are considered by Congress for designation as a Wilderness Area.

- **Description and Significance:** Statewide wilderness legislation frequently intensifies the controversy around roadless areas by shifting the debate to areas that have been released from wilderness designation. The roadless area controversy has limited timber harvest to a smaller land base than was projected during the forest resource and land management planning process, and so projected timber supplies may be reduced if released areas do not become available for management. Proposals for ski areas, campgrounds, and mineral, oil, and gas extraction activities have been limited when these uses involve a roadless area.
- **Interested Parties:** Wilderness advocates, State and local governments, timber, mining, and ranching groups, and four-wheel-drive vehicle enthusiasts.
- **Recent Actions:** Statewide bills have been introduced for Montana and Idaho but not enacted. Wilderness legislation was enacted for Illinois, Georgia, and parts of California in the past 3 years.

Contact: James C. Overbay, Deputy Chief for the National Forest System, 202-205-1523

* * * *

Additional Information:

Description/Significance: The Wilderness Act of 1964 created the Wilderness Preservation System and initially designated about 9 million acres as Wilderness and directed the Forest Service to review primitive areas within National Forest System lands. Administratively, the evaluation of roadless, undeveloped areas is limited to areas that satisfy the definition of wilderness, are unroaded, and are at least 5,000 acres or of sufficient size so that it is practical to preserve and use the tract in an unimpaired condition. Smaller unroaded areas are evaluated only if they are contiguous to existing Wilderness units. East of the 100th meridian, smaller tracts of land are considered for Wilderness designation if they are large enough to be preserved in a practical manner.

Since 1964, Congress has created new Wilderness Areas on the National Forest System (NFS). The inventory of roadless areas and Forest Service recommendations

from the Roadless Area Review and Evaluation (RARE I), RARE II, and individual Forest Land and Resource Management Plans (Forest plans) have been a part of this process. By 1970 approximately 10 million acres of NFS lands were designated as Wilderness; approximately 18 million acres by 1980; and currently approximately 34 million acres have been designated Wilderness. Of the 191-million-acre National Forest System, 23 percent is in inventoried roadless areas and an additional 18 percent is part of the Wilderness Preservation System.

All 36 States with NFS roadless areas, except Montana and Idaho, have completed Statewide wilderness legislation. Wilderness legislation enacted since the RARE II included language that released areas not selected for Wilderness and required the Forest Service to evaluate optional management activities for these areas. The released roadless areas could, in principle, be made available for roaded uses and activities, such as timber harvest, mineral, oil and gas extraction, developed campgrounds and ski areas. Or they could be maintained in a roadless character and re-evaluated for wilderness designation during the revision of Forest Plans every 10 to 15 years.

The controversy over the management of inventoried roadless areas does not end with the passage of Statewide wilderness legislation, rather it becomes intensified on the released acres. Roadless areas selected for timber management become part of a National Forest's suitable land base and timber sale planning efforts. However, few of the roadless areas selected for development have become available due to the intense controversy over their management. This results primarily in a reduced timber supply overall. This situation also creates intensified controversy because the lands are considered for roaded uses, and creates false expectations about projected timber supply. Finally, it has resulted in more intense timber harvest on a smaller land base than what is designated as suitable in the Forest plans.

The Forest Service must be able to manage released roadless areas or substantially reduce the projected available timber supply. Reduction in available timber supply will have significant effects on local economies. The controversy over management of roadless areas has been broadened, by some groups, to include associated issues such as old growth and spotted owl management.

Interested Parties: Wilderness and other preservation groups favor most, if not all, roadless areas being designated Wilderness. Local county and State officials generally support using released roadless areas for the production of goods and services that provide funds to the U.S.Treasury, and thus funds to the counties in the form of in-lieu-of taxes payments. The timber, mining, and ranching industries generally favor clearer release language in Wilderness legislation allowing roaded uses to occur in released roadless areas. Visitors who use four-wheel-drive vehicles for recreation generally oppose any action that limits their access to National Forest System lands.

Recent Actions: Wilderness legislation enacted for Illinois, Georgia, and additional portions of California (Los Padres National Forest) in the last 3 years.

- Statewide bills were introduced for Montana and Idaho but not enacted.
- National Forests re-evaluated inventoried roadless areas during the development of Forest Plans during the last 8 years.
- Numerous administrative appeals and lawsuits over proposed development of roadless areas released by Wilderness legislation are pending.

USDA Forest Service

Topic: **Rural Community Assistance**

Summary:

The Forest Service's goal is to strengthen rural communities by helping them diversify and expand their economies through the wise use of natural resources. Many communities need help due to persistent or recent problems.

- **Description/Significance:** Chief Dale Robertson states "Today, rural America needs our help. The Forest Service clearly has a role and responsibility to help rural America address rural development concerns and remains a vital contributor to our Nation's competitiveness."
- **Interested Parties:** Communities; counties; nonprofit organizations; private interests; substate organizations; State governments; Tribal governments; the Forest Service; other Federal agencies; the National Association of Counties, Development Organizations, and State Foresters; travel and tourism organizations; the Wilderness Society; and recreation interests.
- **Recent Actions:** Coordinate Forest Service rural development activities with other Federal agencies and organizations at the national level. In Fiscal Year (FY) 1992 developed new opportunities through 171 local action teams in eligible communities based on a combination of funding and technical assistance for economic development and diversification through new authority in 1990 Farm Bill.

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657.

* * * *

Additional Information:

Description/Significance: The following are key themes that currently underlie the Forest Service's rural development mission and effort and are closely linked with the larger USDA and Federal Government-wide effort:

- Focus on community-led or -oriented efforts (includes the entire community, not just the business sector).
- Use a comprehensive, cooperative approach.
- Act strategically to address local needs (needs and not program driven).
- Invest in the long-term, shun the quick-fix approach.
- Address diverse problems, conditions, and situations in a flexible manner.
- Create partnerships to meet community needs.
- Emphasize wise use of natural resources to achieve community goals.
- Strengthen communities through economic diversification.
- Sustain a balance between economic development and environmental concerns.
- Place a greater priority on providing technical assistance to utilize existing resources rather than financial assistance whenever possible.

Interested Parties: Rural development is of paramount importance to many communities, private organizations, public agencies, and concerned individuals.

Recent Actions: In FY 1992, the Forest Service continued implementation of the National Initiative on rural development in coordination with the USDA Rural Development Administration and State Rural Development Councils. The Agency also moved ahead with the goals in its strategy, "Working Together for Rural America"; a key goal being to participate actively in planning and implementing community-based rural development activities. This approach to rural community assistance includes three major core programs: rural development; economic recovery; and economic diversification studies. State and Private Forestry has the overall Forest Service leadership responsibility for the program, including coordination within the Agency, with other State and Federal agencies, and with the Department of Agriculture.

First-year FY 1992 appropriations allowed implementation of Title 23, Subtitle G, Chapter 2, entitled "National Forest-Dependent Rural Communities Economic Diversification Act of 1990"; helped eligible communities organize 171 action teams, develop 127 local action plans, and implement 102 projects from their plans through cost-sharing and other methods. Projects include such things as new tourism opportunities, business opportunities associated with timber bridges, improving or expanding recreation facilities, and new value-added wood processing facilities.

- Economic Recovery program accomplishments include development, release, and putting into immediate practice guidelines for implementing the "National Forest-Dependent Rural Communities Economic Diversification Act of 1990" of the 1990 Farm Bill (Title 23, Subtitle G, Chapter 2).
- Rural Development program accomplishments include (all funds earmarked to Northeast/Midwest in FY 1992 support for more than 57 individual cooperative projects involving State Agencies, local governments, the nonprofit sector, Indian Tribes, and local businesses.
- Funded projects ranged from support for the development of a new business in McGregor, Minnesota (population 800) based on gathering and marketing food products from the forest to working with the community of Berlin, New Hampshire (population 12,200), to plan for the diversification of its natural resource-based economy.
- Economic Diversification Studies accomplishments include: 49 grant awards to help communities diversify.
- Established a formal liaison position with the National Association of Counties to work on rural development-related matters associated with public and private forested lands.

USDA Forest Service

Topic: **Science/Policy Decisions**

Summary:

The USDA Forest Service operates the leading conservation research organization in the world. Forest management practices and policies inside and outside the agency have relied on Forest Service Research accomplishments. With a new emphasis on ecosystem management, the demand for new scientific knowledge has escalated.

- **Description/Significance:** A strong scientific underpinning is needed for major policy decisions about public lands and the environment. Decisions based on sound and relevant scientific information are defensible if properly framed and presented to the interest groups.
- **Interested Parties:** Other Federal agencies, State Foresters, university officials, environmental groups, industry groups, National Forest visitors, and the public at large.
- **Recent Actions:** The USDA Forest Service has placed renewed emphasis on a scientific basis for policy decisions in the recent past. One example is the emphasis on scientific underpinning in the 1992 shift to the Ecosystems Management Policy for National Forests. The new policy calls for support by sound science to show that National Forests and Grasslands can be managed in such a way that they contain diverse, healthy, productive, and sustainable ecosystems.

Contact: Jerry A. Sesco, Deputy Chief for Research, 202 205-1665

* * * *

Additional Information:

Description/Significance: Public interest in natural resources and environmental policy decisions has grown significantly during the 1980's and 1990's. The increased interest is a good indicator of the public's concern about our Nation's natural resources. The American public is large and its diversity is reflected in how it thinks the nation's forests and grasslands should be managed. Consequently, various segments of the public often demand conflicting policy directions for managing the nations forests and grasslands. Such conflicts create difficult problems for the Forest Service and Department of Agriculture to settle. Policy decision made in this context are often subject to formal or informal challenge from one or more interest groups. An interest group opposing a Department or Forest Service policy can indirectly create a replacement policy through litigation unless the Government's position is strong and defensible in court.

In order to reduce the risk of "policy by litigation," the agency must use the best science available to help formulate and support policy decisions. The end objective is not to just be able to win cases in court but to avoid being challenged at all.

Interested Parties: The Forest Service works with partners in science agencies, universities, and private and other public organizations that are dedicated to serving people's needs. Users of scientific outputs include policy makers, natural resource managers, educators, industries, environmental groups, and other organizations representing people and their needs.

Recent Actions: The Forest Service Research organization has developed a strategy to focus on the key ecological and environmental problems faced by society. The same problems must be addressed by policy makers. The primary goal of the research program is to serve society by providing the scientific foundation needed for sustainable development. The organization will provide information and technology needed to assure the productivity, health, diversity, and wise use of the Earth's forest and grassland ecosystems. The focus is to develop and communicate broadly applicable knowledge to solve problems in three interrelated research areas: ecosystems, people and natural resource relationships, and expanding resource options.

The Forest Service Research organization will concentrate its available resources on these three interrelated research areas. The work will help the agency and others be responsive to the evolving needs of a diverse society in ways that will foster ecologically sustainable and socially responsible resource use and enjoyment.

Sound science for sound policy is a common theme held by many research organizations. Our approach is to have not just sound science but the "right science" to address the critical policy issues the Forest Service and other national and international natural resources management organizations will face.

USDA Forest Service

Topic: Spotted Owl Habitat Management (Northern, California, and Mexican)

Summary:

Since the Forest Service identified the northern spotted owl in the early 1980's as an indicator species for old-growth forests, protection of the spotted owl has been a national controversy involving executive branch land management agencies, Congress, and the courts for over a decade. The majority of the habitat for spotted owls is found in western National Forests. Timber harvesting and other management activities on these lands affect these owls and their habitat. The controversy over protecting the owl and its habitat is part of the larger debate over management of old-growth forests. Some characterize the issue as "jobs versus owls."

- **Description/Significance:** In June 1990, the U.S. Fish and Wildlife Service listed the northern spotted owl as "threatened" under the Endangered Species Act. The Forest Service is currently enjoined from auctioning or awarding timber sales in northern spotted owl habitat pending completion of an owl protection plan. On 17 National Forests with suitable owl habitat, there is very little timber being harvested because of the owl controversy. Both the California and Mexican spotted owls have been identified as "sensitive" species consistent with the Forest Service regulations. The Mexican spotted owl also has been proposed for listing under the Endangered Species Act (ESA).
- **Interested Parties:** National and regional environmental groups, forest products industry, State and local governments, and Congress.
- **Recent Actions:** The Forest Service is preparing a Supplemental Environmental Impact Statement for management of northern spotted owl habitat in compliance with U.S. District Court Judge Dwyer's order. The Forest Service is also developing strategies to protect habitat for the California spotted owl and the Mexican spotted owl.

Contact: James G. Overbay, Deputy Chief for the National Forest System, 202-205-1523

* * * *

Additional Information:

The following is a chronology of Agency actions on the three spotted owl subspecies.

Northern Spotted Owl. The northern spotted owl is found predominately in old-growth forests in National Forests in Washington, Oregon, and Northern California. The northern spotted owl has been listed as "threatened" by the U.S. Fish and Wildlife Service. The Forest Service is required by the Endangered Species Act to consult with the Fish and Wildlife Service on all management actions that may jeopardize the existence of the owl and its habitat.

May 1984	Forest Service amended regional planning documents to establish Spotted Owl Habitat Areas for protection of the northern spotted owl.
August 1988	Forest Service, Fish and Wildlife Service, Bureau of Land Management, and the National Park Service formed an Interagency Scientific Committee (ISC) chaired by Dr. Jack Ward Thomas of the Forest Service, to develop a scientifically credible conservation strategy for the northern spotted owl.
April 1990	ISC issued its report calling for establishment of Habitat Conservation Areas (HCAs) for protection of the owl.
June 1990	Fish and Wildlife Service listed the northern spotted owl as threatened under the Endangered Species Act (ESA).
September 1990	Forest Service announced in a *Federal Register* Notice that it will conduct timber management activities in a manner **not inconsistent** with the Interagency Scientific Committee recommendations.
March 1991	Judge Dwyer, U.S. District Court Judge for western Washington, ruled that the Forest Service failed to develop an owl protection plan as required by the National Forest Management Act (NFMA).
May 1991	Judge Dwyer enjoined timber sales in 17 National Forests until the Forest Service prepares an Environmental Impact Statement (EIS) and plan to protect the owl. Fish and Wildlife Service proposed setting aside 11.6 million acres as critical habitat under the ESA.
August 1991	FWS revised critical habitat proposal to include only 8.2 million acres.
September 1991	Forest Service proposed to adopt the ISC strategy as its owl protection plan in draft Environmental Impact Statement.
December 1991	The 9th Circuit Court of Appeals upheld Judge Dwyer's ruling that the Forest Service must comply with NFMA and ESA.
January 1992	Forest Service released final EIS on management for northern spotted owl.
March 1992	Assistant Secretary for Natural Resources and Environment issued a Record of Decision (ROD) adopting a strategy for management of northern spotted owl based on the ISC report.
April 1992	FWS issued draft Recovery Plan for the Northern Spotted Owl as required by the ESA.

July 1992	Judge Dwyer continued injunction against the Forest Service auctioning or awarding timber sales in northern spotted owl habitat.
August 1992	Judge Dwyer ordered the Forest Service to prepare a new supplemental Environmental Impact Statement to correct the deficiencies in the northern spotted owl EIS and Record of Decision. Forest Service has to complete this work by August 20, 1993.
October 1992	Forest Service announced that it will prepare a new supplemental Environmental Impact Statement and Record of Decision for the northern spotted owl consistent with Judge Dwyer's ruling.

California Spotted Owl. The Forest Service has identified the California spotted owl as a sensitive species on National Forests throughout its range in California. This designation requires the Forest Service to take additional protection measures for the owl. The California spotted owl has **not** been listed by the Fish and Wildlife Service under the Endangered Species Act.

June 1991	Forest Service and the State of California establish a committee of scientists to assess the current status of the owl.
May 1992	The California Spotted Owl report was released calling for the Forest Service to re-examine its current management and develop interim direction for protection of the California spotted owl and its habitat.
June 1992	Forest Service announces that it will prepare an environmental assessment on an interim strategy to protect the California spotted owl.

Mexican Spotted Owl. The Mexican spotted owl is a subspecies of spotted owl that lives in the canyons and mountains in Utah, Colorado, New Mexico, and Arizona. In November 1991, the Fish and Wildlife Service proposed listing the Mexican spotted owl. The Forest Service is currently developing a multiregional strategy to protect the Mexican spotted owl.

USDA Forest Service

Topic: **Threatened and Endangered Species**

Summary:

Forest Service management of threatened and endangered species has been one of the most contentious and demanding issues affecting the Agency. Over 230 species of plants, fish, and wildlife on the National Forests and Grasslands are now federally listed as threatened or endangered. Additional listings, public scrutiny, and litigation will increase the administrative and scientific burdens on the Agency. Competing commodity and environmental interest groups are poised to battle over the reauthorization of the Endangered Species Act in 1993.

- **Description/Significance:** The Forest Service manages much of the most important endangered species habitat in the United States. As habitats decline in quality on private lands and property rights issues come to the foreground, the public and the courts expect and demand greater assurance that Federal lands will be managed to provide habitats suitable for maintaining threatened and endangered species. Many major commodity-generating projects, including timber harvest, grazing, mineral development, and oil and gas leasing can be inhibited by the consultation and habitat protection requirements of the Endangered Species Act.
- **Interested Parties:** Natural resource industries, environmental groups; recreation concerns; water users; and county, State and Federal agencies.
- **Recent Actions:** The Forest Service has developed a program, called "Every Species Counts," to raise the profile of habitat management for threatened, endangered, and sensitive species throughout the Agency. Several major efforts are currently under way, including Environmental Impact Statements and Habitat Conservation Assessments, that form the basis for protecting endangered species and their habitats within an ecosystem approach. Recent evolution of the Forest Service Sensitive Species Program provides the management and technical basis that could prevent the need for expensive and restrictive Federal listing.

Contact: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677; Robert Nelson, Wildlife and Fisheries Staff, 202-205-1205

* * * *

Additional Information:

Description/Significance: In the Pacific Northwest and inland areas, management for the northern spotted owl, marbled murrelet, and Columbia River Basin salmon affect huge areas and many programs. Southern pine management on National Forests is being influenced by the habitat requirements of the red-cockaded woodpecker. Similarly, timber management in the Southwest requires extensive planning for the Mexican spotted owl and northern goshawk. Mountain and desert fish in the West and the heavily impounded rivers of the South and Midwest have

many endangered aquatic species, thereby affecting habitat management of large areas. In California, concerns for maintaining viability of the California spotted owl affect national forests in much of the Sierra Nevada, coastal, and southern California mountain ranges. Management and rare and endangered plants are also increasingly important because the National Forests and Grasslands include much of the best, and in many cases only, habitats for much of the native American flora. Recovery efforts for bald eagle, peregrine falcon, and migratory birds are important parts of Forest Service management.

The Forest Service has extensive experience implementing the Endangered Species Act. Of particular note are Forest Service efforts to manage habitats within an ecosystem context, to manage sensitive species so as to prevent the need for Federal listing, to streamline interagency consultation mechanisms, and provide for independent scientific assessments to facilitate habitat planning.

Interested Parties: Extraction-based industries, such as timber, grazing, and minerals are concerned that their historic activities may be limited. A wide variety of environmental groups and some recreational concerns remain alarmed with past management practices and use the Endangered Species Act to help alter management direction. Rural, natural resource based communities are concerned that their way of life is being altered beyond the limits of acceptability. Many county, State, and Federal agencies are concerned for habitats and for potential funding reductions if commodity production is slowed.

Recent Actions: Environmental Impact Statements affecting large areas in the Pacific Northwest and the South are now being completed for habitat management of northern spotted owl and the red-cockaded woodpecker. Other major conservation planning efforts under way for listed or potentially listed wide-ranging species include the Mexican spotted owl and northern goshawk in the Southwest, Columbia River Basin planning to protect salmon habitat, interagency planning in the Sierra Nevada range for the California spotted owl, and continued involvement with interagency grizzly bear management for the Northern Rockies. The Forest Service has made dramatic increases in staff ability to manage for rare plant species. Recovery, conservation, and mitigation have become part of Agency management.

Habitat conservation assessments are currently being prepared for 7 key western species or groups, including the marbled murrelet; bull trout; cutthroat trout; lynx, martin, fisher, and wolverine; Pacific salmon and steelhead; northern goshawk, and forest-zone owls (other than spotted).

The Chief's National Action Plan for Threatened, Endangered, and Sensitive Species Management is being implemented through a series of regional plans that call for specific recovery, conservation, mitigation, and education actions.

USDA Forest Service

Topic: **Timber Sales**

Summary:

National Forest timber sales serve as a valuable tool for managing the National Forests, providing the raw material for about 18 percent of the Nation's consumption of softwood lumber and plywood, and providing a number of other products. In FY 1991, over 271,000 timber sales and permits on the National Forest System supported approximately 103,000 jobs locally and generated $472 million in net revenues. Timber sale issues such as below-cost timber sales, endangered species habitat requirements, old-growth forest needs, and clearcutting have contributed to a decrease in total timber harvest to 7.3 billion board feet in FY 1992. Implications of the reduction on timber harvest include: increased imports of wood from abroad; increased harvest from private lands; and increased use of substitutes for wood, such as steel, aluminum, and plastics, all of which require more energy to produce than wood.

- **Description/Significance:** Timber sales provide needed renewable resources for the American public, jobs and stability for local dependent communities, revenues to the U.S. Treasury, 25 percent of the total revenues for local schools and roads for counties, and a means of managing forest vegetation for the benefit of nontimber resources such as wildlife and recreation. The limited supply of National Forest timber is contributing to an increase in the price of timber.
- **Interested Parties:** Timber industry, environmental interests, State and local governments, Congress, and the general public.
- **Recent Actions:** The Forest Service is continuing its focus on improving the cost efficiency of the timber sale program and putting timber salvage sales on the market. The reforestation program continues to reforest more acres than harvested with a diversity of tree species.

Contact: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677; Richard Fitzgerald, Timber Management Staff, 202-205-1753

* * * *

Additional Information:

Description/Significance: In FY 1987 an all-time high of 12.7 billion board feet of timber were harvested from the National Forests. By FY 1992, the harvest declined to 7.3 billion board feet. In addition to the significant contribution of lumber and plywood, other forest products include poles, posts, fuel wood, mushrooms, Christmas trees, boughs, transplants, and yew bark.

The Organic Act of 1897, the Multiple-Use Sustained-Yield Act of 1960 and the National Forest Management Act of 1976 direct that National Forests be managed to provide a sustainable level of commodities while providing for other renewable

resources, and amenity values to meet the long-term needs of society. The National Forests provided these products while maintaining or increasing the amount of standing timber volume on the forests.

From a long-term perspective, the Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974 establishes the long-range policy for the role of National Forest timber sales in the overall economy. The forest planning process establishes the allowable sale quantity (ASQ) of timber that may be sold from the suitable timber lands of a particular forest over a decade. However, issues associated with the timber sale program and forest plan monitoring results have limited many forests from attaining the average annual ASQ. These issues include old-growth management, endangered species habitat requirements, project appeals and litigation.

Interested Parties: The opinions of various interested parties differ widely as to the utility of timber sales and the quantity of timber and other products that should be removed from the National Forests.

- *Timber industry.* Many purchasers, including small businesses who do not own forested land, depend on National Forests for their raw material. These users view timber as a renewable resource whose available supply should be increased rather than decreased as it has in recent years. From the perspective of the timber industry, appeals to Forest plans of project plans, the Threatened and Endangered Species Act, and allocation of lands to other uses including wilderness are being used inappropriately by various environmental groups to reduce or eliminate harvest on the National Forests.
- *Environmental/conservation groups.* Many feel timber harvesting has been emphasized for too long with a perceived detrimental effect to other forest resources. These groups prefer to emphasize the amenity values of the forests. Some of these groups recognize the need to manage vegetation for wildlife habitat and to provide for forest health; but, they prefer a less invasive approach to harvesting than the agency has historically taken. Some groups claim timber harvests exceed growth without recognizing that the Forest Service successfully reforests more acres each year than those acres receiving regeneration harvests.
- *Products users.* The public utilizes forest products like fuel, wood, posts, ferns, mushrooms, Christmas trees, boughs, etc., for their own use or as part of a small business. The forests also produce renewable resources such as Pacific yew from which taxol is extracted to fight several forms of cancer.
- *State and local governments.* State and local governments are observing increased job displacements and, more particularly, a drastic decline in the receipts paid to the counties for schools and roads because of the recent decline in volume of harvest. This places an additional financial burden on local governments.

Recent Actions: The Forest Service and GAO are reviewing the National Forest System timber sale program to identify opportunities to improve the program's cost efficiency. The Regions are in the process of implementing cost efficiency plans and adjusting staffing levels to reflect recent changes in the timber program. To facilitate the salvage of dead and dying timber resources, the Forest Service adopted revised procedures for implementing the National Environmental Policy Act regulations. The Agency also developed direction to expedite salvage sales in roaded areas outside northern spotted owl habitat. The Forest Service reforestation accomplishments continue at record high levels. The reforestation effort recognizes the need to rehabilitate the large number of acres devastated in recent years by severe fires.

Bills introduced in Congress and the annual Appropriations Acts include prescriptive direction for management of the National Forests. The courts continue to affect management activities through injunctions and decisions associated with applying the Endangered Species Act. Examples of these actions include the FY 1992 and 1993 Appropriations Acts prohibiting expenditures to prepare hardwood sales using clearcutting or even-aged management on the Shawnee National Forest in Illinois and directing the use of land stewardship contracts on National Forests in Utah and Arizona.

USDA Forest Service

Topic: **Timber Supply**

Summary:

For the first time in history, the United States does not have a large reserve of softwood sawtimber to draw upon in times of peak housing demand. First the North, then the South, the Lake States, the West, British Columbia, and the South again provided the construction materials for a growing economy. In the late 1980's, conflicts between commodity and noncommodity interests began to lead to declining timber sales volumes on Federal lands. At the same time, remaining old-growth timber was being liquidated on private lands in the west, softwood inventories were beginning to be drawn down in the South, softwood timber harvest in Canada probably peaked, and State and local regulations in some States became more restrictive of what could be done in the way of management of private lands. The combined effects of these events has yet to be felt in end product markets because the U.S. housing market has been at its lowest level since World War II.

- **Description/Significance:** Through the operation of markets, these higher prices will lead to increased demands for wood-saving technologies, development of wood and nonwood substitutes, increased imports, and decreased exports.
- **Interested Parties:** The timber supply situation affects producers and consumers of timber products and the management of renewable resources on public lands.
- **Recent Actions:** There have been many recent changes in the timber supply situation and the U.S. housing industry is in depression.

Contact: Thomas E. Hamilton, Associate Deputy Chief for Research, 202-205-1507

* * * *

Additional Information:

Description/Significance: About 70 percent of the softwood lumber consumed in the U.S.is used in new housing and residential upkeep and improvement. These markets also account for significant portions of consumption of panels and other products. During the 5-year period, 1983-1987, an annual average of 1.7 million housing units were started. A decline which started in 1987 may have bottomed out in 1991 at 1 million units. Projected starts for 1992 are for 1.18 million and for 1993, 1.3 million. During the period, 1988 to 1992, a series of events and culmination of trends affected most traditional sources of U.S. softwood timber harvest.

- Timber sales volume on National Forests declined from some 10 to 11 billion board feet per year in the 1980's to some 6 to 7 billion board feet in the early 1990's.
- Remaining old growth on private lands in the West was harvested.
- Annual removals began to exceed growth for softwoods in the South.

- Allowable sale quantities on Provincial lands in British Columbia will probably be revised down 10 to 20 percent as management plans are revised over the next several years.
- In some States such as California, State and local regulations have become more restrictive in the type of planning that must be done and in terms of the harvest and other management activities that can be done.

Offsetting trends include:

- Passage of the Federal Resources Conservation and Shortage Relief Act of 1990 which ultimately banned softwood log exports from all public lands in the West.
- A decline in Japanese housing demand led to a decline in softwood log exports from Washington and Oregon to 2.5 billion board feet in 1991. Sales volume exceeded 3 billion board feet in each of the 4 preceding years.
- Billions of dollars are being spent on development of paper recycling capacity that may have the effect of offsetting some of the supply situation by the turn of the century, but not immediately.
- Lamination and other technology continues to be developed that will stretch existing timber supplies.

This unprecedented U.S. softwood sawtimber supply situation should also bring about development and application of wood-saving technologies, increased use of hardwoods, and development of wood substitutes likely to be market responses to the situation. As the U.S. economy picks up in the 1990's, the timber supply situation will be reflected in higher prices for lumber, plywood, pulp, and other timber products.

Interested Parties: The stakeholders in the U.S. timber supply situation are many and diverse with billions of dollars, existing laws, and strong feelings at stake.

- Private landowners would benefit from higher prices for lumber and other end products, but possibly at the expense of complying with State and local regulations in some States.
- Consumers of timber products will pay higher prices offset in part by new products that substitute for existing wood-based products.
- The U.S. balance of trade will increase as higher U.S. prices induce imports and decrease the U.S. competitive position in world markets.
- Decreased harvests on Federal lands can be devastating to local communities and limit options for resource management.
- Steel, aluminum, glass, and masonry interests would benefit from increased market opportunities.
- Softwood log exports from private lands in the West remain the primary source of roundwood that could be forced into the domestic market. Restriction of these exports would set in motion many trade-offs among landowners, longshoring interests, domestic log processors, and environmentalists.

Recent Actions: The Forest Service has in place existing programs to assist States in development of assistance programs for private landowners so as to increase and improve timber supplies from these lands. There are existing technology transfer programs to improve the efficiency of timber growing and processing. Existing research targets include development of new technologies primarily through the Forest Products Laboratory, and development of techniques to efficiently grow and process timber. Research within the context of ecosystem management will develop ways to provide for timber harvesting while maintaining other ecosystem values. Within USDA, the Foreign Agricultural Service has responsibility for trade policy and would develop a USDA position on any proposal to affect the timber supply situation through trade policy changes.

USDA Forest Service

Topic: **Travel and Tourism**

Summary:

The Forest Service's Travel and Tourism Program uses the natural attractions, cultural heritage, facilities, and programs of the National Forests to complement the economic development of tourism in local communities and States. The Forest Service works in partnership with communities, States, other Federal agencies, and the private business sector, emphasizing domestic tourism but also including international tourism, in support of the Department of Commerce's rural tourism and balance-of-trade missions. Tourism activities are balanced with the land stewardship mission of the Forest Service.

- **Description/Significance:** National Forests hosted over 550 million visits in 1991, more than any other Federal land managing agency including the National Park Service. National Forests contain 140 ski areas (about a third of the U.S. total), over 116,000 miles of trail, 485 resorts, over 300 wilderness areas, 4,100 private businesses providing tourism and recreation service on the National Forests, over 4,000 campgrounds, and 73 major visitor centers. The recreation program provides more than 200,000 jobs on and adjacent to the National Forests.
- **Interested Parties:** Local communities, States, travel and tourism organizations such as the American Recreation Coalition, the Travel Industry Association, National Tour Association, and a broad spectrum of recreation interests represented by organizations such as the Wilderness Society, American Hiking Society, United Four Wheel Drive Association, Sierra Club, American Rivers, Campground Owners Association, American Motorcyclist Association, Trout Unlimited, Audubon Society, and the Senate and House Travel and Tourism Caucuses.
- **Recent Actions:** The Forest Service has recently initiated a series of actions to increase the awareness of the National Forests' role in the U.S. travel and tourism industries.

Contact: Henry W. Montrey, Associate Deputy Chief for National Forest System, 202-205-1465

* * * *

Additional Information:

The Travel and Tourism Program is a new program within the Forest Service that represents the result of the convergence of two major Forest Service Strategies—the National Recreation Strategy and the Rural Development Strategy. Both of these strategies have three principles in common: (1) focus upon providing quality customer services, (2) partnerships to leverage the Forest Service programs, and (3) empowerment of the on-ground-manager to seek new ways to meet the needs of the American people over the long run. The response by the public and the industry has been very positive and supportive.

Description/Significance: The National Forests' contribution to the recreation and tourism sectors of this country are not widely known. The figures quoted above begin to put that significance in perspective. In a phrase, tourism on the National Forests is big business. Recent activities are developing a better understanding and awareness of National Forest tourism by the States and tourism industry.

Interested Parties: As awareness grows, partnership efforts are growing and communities are beginning to look at the National Forests in a different perspective. There are those that see National Forests as a valuable attractant and those that see additional people as bad. Issues in the future will revolve around the question of sustainable tourism and the preservation of the community economy and social values. That is the reason the program philosophy is driven by partnerships with the States and the communities.

Recent Actions: The Forest Service has recently carried out the following activities relating to travel and tourism:

- Development of travel and tourism information about little known, under-utilized, and off-season attractions on the National Forests.
- Vacation volunteer programs to help restore and protect cultural resources, trails, campgrounds, wildlife habitat, etc.
- Implementation of interpretative partnership programs with commercial businesses on the National Forest that create tourism benefits for visitors to resorts, campgrounds, outfitted and guided river and trail trips, on cruise ships, and on AMTRAK.
- Development and implementation of travel region programs in numerous States in conjunction with the local communities and States.
- Participation in State, regional and international trade shows in partnership with States and regional tourism organizations.
- Signed and implemented a memorandum of understanding with seven Federal agencies to work cooperatively together to market the Federal estate, domestically and internationally.
- Sponsored and conducted the "Chief's Interagency Tourism Conference" to train land managers in all the Federal land managing agencies in tourism management.
- Developed a long-range rural tourism program to address the communities' tourism planning and marketing needs, the rehabilitation and reconstruction of National Forest recreation facilities, and cooperative marketing efforts with commercial service providers on the National Forests.

USDA Forest Service

Topic: United Nations Conference on Environment and Development (UNCED)

Summary:

The Earth Summit at Rio de Janeiro marked the conclusion of 2 years of intensive diplomatic negotiations under the United Nations Conference on Environment and Development (UNCED). Governments of 172 countries agreed on new terms of reference for guiding the world toward sustainable development in the 21st century. Conservation and sustainable management of forests were central to many of the highest priority negotiations, particularly the conventions on biodiversity and global climate change and Agenda 21.

UNCED produced a set of forest principles and Agenda 21, Chapter 11, "Combating Deforestation," which is an action plan for the conservation and sustainable development of all types of forests worldwide. This first global consensus on forests establishes a firm foundation for focusing international forestry cooperation.

- **Description/Significance:** UNCED led to domestic implementation of ecosystem management and expansion of international forestry activities.
- **Interested Parties:** Timber industry, environmental groups, professional associations, many agencies, and many countries.
- **Recent Actions:** Ecosystem management for National Forests and U.S. commitment to double bilateral forest assistance next year.

Contact: Jeff M. Sirmon, Deputy Chief for International Forestry, 202-205-1650

* * * *

Additional Information:

Description/Significance: At the 1990 Economic Summit in Houston, the U.S., along with other G-7 countries called for a global forest convention that would be signed at UNCED to curb deforestation, protect biodiversity, improve forest management and address threats to the world's forests. This call moved forests to the forefront of the international agenda for the first time.

Many developing countries opposed a convention. They did agree, however, to negotiate a set of forest principles aimed at "the management, conservation and sustainable development of forests and to provide for their multiple and complementary functions and uses" (preamble (b), forest principles).

UNCED produced three agreements by complete consensus: Agenda 21—a comprehensive blueprint for action for sustainable development; the Rio Declaration on Environment and Development; and an authoritative statement of principles on the conservation and sustainable management of forests worldwide. In addition, legally binding conventions protecting biodiversity and preventing climate change were each signed by more than 150 countries.

Each of these historic agreements declare the inextricable linkage between the environmental, social and economic dimensions of sustainability. Forests figure significantly in all except the Rio Declaration.

In order to honor the commitments made by the U.S., the Forest Service is implementing a new ecosystem approach to forest management, expanding activities in international forestry, and linking our UNCED obligations to strategic and land management planning.

Interested Parties: A surprising number of U.S. Government Agencies weighed in heavily on forest issues. including the Department of Justice, Office of Management and Budget, Environmental Protection Agency, Office of Science and Technology Policy, Council of Economic Advisors, Department of Commerce, and many bureaus of the State Department. A vigorous interagency process insured that U.S. positions were well-founded in science, law, national policies, economics, and the environment.

The timber industry, environmental groups, and natural resource professional associations took a very active role in shaping U.S. positions and can be vital participants in conservation and sustainable management of forests worldwide. There was remarkable unanimity of support for U.S. positions in international forest issues, even though conflicts continued on domestic forest issues. The Forest Service is actively working with this community of interest to forge common visions and identify opportunities for concerted cooperative action.

Many developed and developing countries look to the U.S. for leadership in international forest issues.

Recent Actions: Although the U.S. did not sign the biodiversity convention, the U.S recently has become the third nation to ratify the United Nations Framework Convention on Climate Change. The United States presented initiatives at Rio to help conserve the Earth's forests that include:

- Commitment to spend $150 million in new bilateral forest assistance next year. Projects developed through interagency effort are ready for implementation.
- A yet-to-be-held international "forest partnership forum" to exchange ideas with interested countries about integrated approaches to conservation and sustainable use of forests, and
- Domestic actions that include Forest Service and Bureau of Land Management announcements to end the use of clearcutting as a standard practice on Federal forest lands as part of a new "ecosystem management" approach.

Projects to fulfill U.S. commitment to additional bilateral assistance were developed in regional clusters with leadership assigned to the Forest Service for Asia, EPA for Africa, US AID for Central America, the Smithsonian and US AID for South America, and the State Department for cross-cutting issues.

This commitment to double bilateral assistance was made in hope that other countries would join us in increasing international forest assistance—
and many have, including Canada through their "Model Forests" Program.

USDA Forest Service

Topic: Urban and Community Forestry, Jobs, and the Environment

Summary:

Trees in America's 40,000+ cities and communities are major capital assets. Tree planting and tree care needs in cities present opportunities for job creation, environmental restoration, energy and water conservation, recycling, improving air and water quality, environmental education and citizen involvement in community rebuilding.

- **Description/Significance:** Our Nation's cities have 500 to 700 million vacant planting spaces and 500 million trees that need immediate maintenance work. Tree planting on streets, parks, schools, river corridors, old right-of-ways, and abandoned and degraded lands present opportunities for creating jobs and restoring the environment. Tree planting and care work are labor intensive and have multiplier effects in communities (e.g. nursery, landscape, tree care firms and garden centers).
- **Interested Parties:** Key interest groups are State Foresters, local municipal officials, national, state and local nonprofit civic and conservation groups and the "green industry" such as tree nurseries, garden centers, landscape firms, tree service firms, etc.
- **Recent Actions:** Recent Forest Service/State Forestry initiatives in Los Angeles, Philadelphia, Birmingham, Denver, and Minneapolis/St. Paul show potential urban and community forestry in jobs creation, community-based environmental restoration, and "urban enterprise zone" rebuilding efforts:

Contact: Allan J. West, Deputy Chief for State and Private Forestry, 202-205-1657

* * * *

Additional Information:

Description/Significance: Trees, forests, and greenspace in America's 40,000+ cities and communities are the living filter of the urban ecosystem. They are economic and environmental assets to cities and communities. Urban and Community Forestry provides a new approach that puts people back to work building and creating the city or community of their dreams, while reversing the drain of government and societal resources. An "integrated urban ecosystem management" approach of urban and community forestry can bring citizens, politicians, and Agency personnel together in partnership to improve air quality, water quality, water supply, recycling, flood control, energy conservation, youth involvement, employment, educate people about their environment and involve them in restoration efforts. The result will be neighborhoods that are more economically viable and livable.

Congress expanded Forest Service authorities to work with States in providing technical assistance and capacity building matching grants to cities and communities for tree planting and tree care efforts through the Urban Forestry Assistance Act of 1978 as amended by the Forestry Title of the 1990 Farm Bill. Funding for this program increased from $2.7 million in 1990 to $21 million in 1991, $24 million in 1992, and $25 million in 1993.

A major jobs/environment program could be implemented through the legislative authorities contained in the Cooperative Forestry Assistance Act as amended by the Forestry Title of the 1990 Farm Bill and removing the current $30 million funding authorization cap. The delivery system is already in place to act rapidly and work with municipalities, nonprofit civic organizations, and the private sector. Technical assistance and grant oversight can be provided by Forest Service Regional Offices working through State Forestry agencies. State Forestry agencies have demonstrated their ability to forge partnerships with municipal officials, leaders of civic groups and private enterprise to create opportunities for local citizens to design and implement their urban forestry projects.

Interested Parties: National Association of State Foresters, American Forests, American Nurserymens Association, the International Society of Arboriculture, National Arborists Association, American Society of Landscape Architects, Conference of Black Mayors, NAACP, Urban League, the National League of Cities, the National Council of Mayors, and the Alliance for Community Trees (the latter represents nonprofit volunteer tree planting groups in major U.S. cities and communities).

Recent Actions: In response to the communities affected by the riots in Los Angeles, the Forest Service initiated two programs: "Opportunity LA" and "Regreening LA." Through "Opportunity LA," the Forest Service hired between 500 and 600 people to work on National Forests. The work included trash cleanup in sensitive watersheds, trail construction and maintenance, fencing, painting, and other similar tasks. "Regreening LA" offered matching grants for work with local community based organizations to do tree planting and re-creation of green space from abandoned land and buildings. So far, 300+ jobs have been created in 8 of the 16 riot-impacted areas. The jobs and training will lead to the creation of new businesses and job opportunities for residents of these areas.

In Denver, Colorado, the Cole Neighborhood Association, the Forest Service, the Colorado State Forest Service, City of Denver, and private sector businesses have joined forces to revitalize and reclaim the community from crime and to resurrect property values. Tree planting was the key to reaching the homeowners and re-establishing a sense of community.

In Minneapolis/St. Paul, Minnesota, the Twin Cities Tree Trust creates jobs for hard-to-employ adults who are receiving welfare benefits. Participants work on park construction and landscape projects for municipalities and community groups. The program provides barrier-free employment for adults who have been out of the work force or who have no job skills. They learn basic job skills, become oriented to the work environment, and develop a work history. The Trust also directs a five-county Summer Youth Employment and Training Program that employs economically disadvantaged or handicapped 14- to 21-year-old youth on park construction and improvement projects including tree planting.

USDA Forest Service

Topic: **Water Quality on Non-Federal Forest Land**

Summary:

Non-industrial Private Forest (NIPF) landowners are critical to achieving water quality goals. NIPF landowners control 57 percent of the commercial forest land. State monitoring information indicates that the greatest improvement in silviculture non-point-source (NPS) control can be made on small ownerships. NIPF landowners also have a significant role in Section 404 wetland aspects of water quality legislation. They control an estimated 25 million acres of forested wetlands.

- **Description/Significance:** There is an urgent need to document the progress that has been made in controlling NPS from forest lands and to fully implement programs that will meet national water quality goals. There is a need to refocus wetland regulatory programs and remove needless applications to forestry activities such as the Stewardship Incentive Program.
- **Interested Parties:** NIPF landowners, Regulatory agencies including: the Soil Conservation Service (SCS), the Environmental Protection Agency (EPA), and the Corps of Engineers (COE).
- **Recent Actions:** The Forest Service is working to strengthen State programs through training, technical assistance, and issue resolution with regulatory agencies.

Contact: David G. Unger, Associate Deputy Chief for National Forest System, 202-205-1677

* * * *

Additional Information:

Description/Significance: The Forest Service and State forestry organizations work together to bring NIPF landowners into voluntary compliance with the NPS pollution control and dredge and fill requirements of water quality legislation. The forestry community has lead NPS control efforts by adopting "best management practices" (BMPs) and monitoring their use. State forestry surveys have documented 80 percent plus compliance with BMPs for 10 years. Forest Service and university research has consistently documented the effectiveness of BMPs over a number of decades.

Forestry has generally viewed NPS control as part of the cost of doing business. There is an equity question with forestry internalizing the cost of NPS control while other sources, such as agriculture, receive government cost share. NIPF landowners generally provide higher quality water, suffer more regulatory control, and receive less compensation than other categories of NPS.

NIPF forested wetland activities are being inappropriately impacted by local interpretations of normal and ongoing silviculture. For example, landowners who wish to establish wildlife food plots are being required to get 404 permits. In other cases, agencies seem to be going beyond the intent of the law to review activities and prescribe practices which may conflict with State BMPs. A clear separation is needed between forestry and agriculture policies.

Forestry is also part of the solution. Agriculture research has documented the effectiveness of riparian forest buffers in controlling surface and subsurface pollution from cropland.

Interested Parties: NIPF silviculture and wildlife work is impacted by SCS implementation of Swampbuster and by EPA and COE implementation of Section 404.

Recent Actions: States are using the results of BMP surveys to target landowner technical assistance. Florida has increased the use of BMPs to 94 percent. The Forest Service and the EPA are funding the development of a monitoring protocol for documenting the effectiveness of BMPs. The forestry community has organized forested wetland tours for regulatory groups. The Forest Service and the National Association of State Foresters (NASF) are planning to meet with the regulatory agencies to resolve the 404 related issues. The Forest Service has published a guide on riparian forest buffers and adopted the practice into the Stewardship Incentive Program (SIP) program. We are also coordinating with the ASCS and the SCS on similar practices. The Forest Service is working with EPA in organizing national meetings on riparian ecosystems for 1993. These will provide an opportunity to discuss the proper role of streamside forests. The Forest Service is working with the SCS to improve the coordination between forestry BMPs and agriculture practices.

USDA Forest Service

Topic: **Water Rights**

Summary:

The United States must have adequate water rights to fulfill the purposes for which the National Forests were created. These water rights may be obtained in a variety of ways under State and Federal law. This is a very significant issue because recreation, firefighting, wildlife and fish habitat, livestock use, stream channel maintenance, and support facilities are dependent upon securing and protecting water rights.

- **Description/Significance:** Many western rivers are over-appropriated (claims on paper exceed water supplies available for adjudication). State water laws in the West are based upon removing water from rivers and the "first in time, first in right" appropriation doctrine that was intended to encourage water usage far from the river, not environmental protection. There are conflicts between State regulation of rights to use water and federal and Tribal interests in waters.
- **Interested Parties:** This is a sensitive issue with Congress, State government, farm and ranch groups, mining industry, environmental groups, tourism industry, hydropower interests, municipal water purveyors, tribes, and Federal land managing agencies.
- **Recent Actions:** Water rights language was an issue in several wilderness bills in the last session of Congress. A decision is expected shortly in a long trial held in Colorado Water Court regarding the validity and amount of instream flows the Forest Service is claiming to meet its 1897 Organic Act purpose of "securing favorable conditions of water flows." The Supreme Court will hear arguments soon on a major water claim fees issue. Streamflow bypass requirements for existing water supply facilities has been an issue where special use permits for these facilities are in the renewal process.

Contact: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677; William McCleese, Watershed and Air Management Staff, 202-205-1473

* * * *

Additional Information:

Description/Significance: Forest Service water rights policy is to ensure that water sufficient for proper management of the National Forest System is available in accord with legal authority. This is accomplished by filing for water rights under state law to the degree possible. Other legal authorities include exercise of the reserved rights doctrine in certain situations; setting conditions in special use authorizations; purchasing or exchanging water rights under State law; or condemnation with just compensation.

There are no Federal statutes on water rights. All water law derives from common law, case law, or State statutes. The Federal reserved rights doctrine stems from a U.S. Supreme Court decision in 1908 that Congress intended to reserve sufficient amounts of water to fulfill the purposes for which Federal lands had been reserved from the public domain in the 19th century by the Congress or the President. In a 1978 case, the Court further ruled sufficient water was reserved by the 1897 Organic Administration Act to secure favorable streamflows on National Forests for maintenance of the stream channel system in perpetuity, along with a continuous supply of timber from National Forest watersheds. In water adjudications, we quantify these reserved rights and submit them to the State for recognition and integration into the state system so all water rights are known and can be administered properly. States have been reluctant to acknowledge and accept these reserved rights.

Most Western States now have some provision for allocating limited instream flows for fisheries or the environment, but these are often inadequate.

Interested Parties: *Congress*. Divided over whether to include explicit language for reserving water in wilderness legislation.

Agribusiness and mining industry. Support state control over traditional water right allocation systems. Opposed to any instream flows being granted to Federal agencies.

Environmental groups. Favor nontraditional water right allocations to either State or Federal Agencies for environmental protection needs. In the past, have brought suit against the Forest Service for failing to file for wilderness water rights in Colorado.

State & local officials. Mixed; some States want to find a solution to the water rights gridlock between upstream/downstream states and between states and the Federal government. Many Western State officials oppose the Federal Government or Tribes having and exercising Federal reserved water rights alongside state-issued water rights. Much of the current litigation over water rights in the West has been the result of state opposition to negotiations with Federal agencies. Some negotiations with local officials have been successful.

Recent Actions: The Forest Service can expect to participate in a western water policy review commissioned by the Omnibus Water Act of 1992. This will be a positive opportunity to bring forward the environmental protection needs for water dependent resource values on National Forests and Grasslands.

The Forest Service cooperates whenever possible with State Agencies. For example, in Colorado a team quantified the water needed to protect wilderness values in the proposed Piedra Wilderness Area. It is now up to the Colorado Water Conservation Board to decide whether to grant an instream flow reservation to the Forest Service on the Piedra River.

The Forest Service is participating currently in many basin adjudications and administrative proceedings in 7 Western States.

USDA Forest Service

Topic: **Wetlands**

Summary:

Wetlands are valuable natural resources that improve water quality, reduce flood damage, provide important fish and wildlife habitat, support commercial and recreational fisheries, and contribute to the biological diversity characteristic of healthy ecosystems. Of the 104 million acres of wetlands left in the lower 48 States, approximately 52 million are forested. The Forest Service administers land containing an estimated 9.1 million acres of wetlands, most of which are in Alaska and in National Forests east of the Mississippi.

- **Description/Significance:** Forested wetlands are an important source of wood products in the South, Southeast, and North Central States. The Forest Service has an affirmative program to protect, wisely use, and improve valuable wetlands in the National Forests. The Agency provides leadership in research on forested wetlands and gives technical assistance to private landowners through the State Foresters. Exchange and purchase of wetlands is given priority in the Forest Service land acquisition program.
- **Interested Parties:** National Association of State Foresters, private timberland owners, The World Wildlife Fund, The Wilderness Society, and the National Wildlife Federation.
- **Recent Activities:** The Forest Service initiated a national strategy for management of wetlands and riparian areas in 1991 and expanded the research program relating to wetlands management.

Contacts: David G. Unger, Associate Deputy Chief for the National Forest System, 202-205-1677 or James Golden, 202-205-1475

* * * *

Additional Information:

Description/Significance: Forest Service has the following wetlands policy:

- Recognize wetlands as specific management areas.
- Avoid adverse impacts that may be associated with the destruction loss, or degradation of wetlands.
- Do not permit development in wetlands if there is a practical alternative.
- Preserve and enhance the natural and beneficial values of wetlands.
- Provide technical assistance to Federal and State forestry programs.
- Continue an active research program on wetlands.

The Forest Service, State Foresters, and cooperators have a major interest in managing and protecting the estimated 52 million acres of forested wetlands in the lower 48 States. The Forest Service assists other USDA agencies with the forestry aspects of incentive programs, including restoration of forested wetlands.

The Forest Service also is implementing the Stewardship and Legacy Programs of the 1990 Farm Bill, which will contribute to the protection of wetlands. In addition, many State Foresters are actively working to keep wetland management options open for the 8 million non-industrial private forest landowners. Some States have developed management guidelines specifically for forested wetlands. Normal on-going silvicultural activities are exempted from the permitting requirement of Section 404 of the Clean Water Act, provided that "Best Management Practices" (BMPs) are incorporated, and the wetland hydrology is maintained. This exemption will come under intense scrutiny as that Act comes up for Congressional reauthorization. Other activities that go beyond "normal silviculture" are covered by nationwide, programmatic, or specific permits, under the jurisdiction of the U.S. Army Corps of Engineers.

Interested Parties: Much controversy remains as to what constitutes "normal ongoing silviculture", as well as how a wetland should be defined or delineated. Although the rate of loss of wetlands is declining, forested wetlands are still being lost primarily to urban related development. Thus, there is concern for continuing loss of wetlands and the conflict of urban-wetland forest habitat interface and management issues related to this. Forest wetland owners are concerned about their freedom to manage and use their wetland resources while continuing to protect the functions and values associated with them.

National Forest Products Association is concerned by revisions in local Environmental Protection Agency (EPA) interpretation of silvicultural exemptions. They support opportunities to manage and use wetlands for multiple uses while maintaining wetland functions and values. They support revising the delineation manual after more scientific research is done to support the correct way to delineate wetlands.

The National Association of State Foresters (NASF) has a goal to maintain forested wetlands. NASF believes this goal can best be achieved through wise management of the timber resources, and by protecting other wetland functions and values through BMP implementation.

Additional stakeholders who have major wetland programs are The World Wildlife Fund, The Wilderness Society, and The National Wildlife Federation. In all cases, they are concerned about the loss of habitat, the values assigned to different wetland types, and techniques available for restoration.

Recent Actions: In 1991, the Forest Service announced a strategy to complete the inventory of all wetlands and riparian areas by the year 1995. The goal is that 75 percent of those areas considered to be in unsatisfactory condition would be restored by the year 2000.

Forest Service Research has designated wetlands as a national program for emphasis. Research will be initiated or expanded in five program areas: ecosystem dynamics, restoration and rehabilitation, management of the wetland resource, socioeconomic values, and landscape-scale linkages. In the past 2 years there has been a concerted effort by Forest Service Research, Fish and Wildlife Service, Environmental Protection Agency, and other Federal agencies to coordinate and cooperate in their research efforts, particularly in the South. The Forest Service has the capability to become more involved in forested wetlands research.

USDA Forest Service

Topic: **Whistleblower/Hotline Program**

Summary:

Allegations of waste, fraud, misuse, and mismanagement involving Forest Service employees are reported through local Forest Service units or through the U.S. Department of Agriculture (USDA) Whistleblower/Hotline program. The Forest Service's role in management of the USDA Whistleblower/Hotline program has been subject to congressional and press inquiry during the last 2 years.

- **Description/Significance:** A review of the Agency and Office of Inspector General (OIG) procedures revealed the need to strengthen Agency investigative independence when the Forest Service investigates whistleblower/hotline complaints at the request of the USDA.
- **Interested Parties:** Forest Service managers and other employees, U.S. Congress, the general public, USDA Office of Inspector General, the General Accounting Office (GAO), and the Office of Management and Budget (OMB).
- **Recent Actions:** In response to OIG concerns, the Forest Service has reorganized its law enforcement organization and reassessed its regional law enforcement plans to strengthen investigative independence. A new policy on investigative independence has been issued.

Contact: J. Lamar Beasley, Deputy Chief for Administration, 202-205-1707

* * * *

Additional Information:

Description/Significance: The Inspector General Act of 1978 (P.L. 95-452) makes it the responsibility of the Inspector General to provide policy direction for investigations relating to the programs and operations of USDA Agencies, and to coordinate investigative activity performed within USDA. The OIG maintains a hotline for the reporting of allegations of waste, fraud, misuse, and mismanagement. The Inspector General Act of 1978 prohibits unwarranted disclosure of a complainant's identity. USDA policy and the Whistleblower Protection Act of 1989 protect individuals against reprisal for the lawful disclosure of information.

In 1985, the Forest Service entered into a memorandum of understanding (MOU) with the OIG in which the Forest Service agreed to investigate whistleblower/hotline complaints relating to the management of the National Forest System, when requested by the OIG.

The number of whistleblower/hotline complaint referrals from the OIG has increased significantly over the last 2 years. The increased caseload has greatly impacted the Washington Office Law Enforcement and Investigations staff. New policy has been issued and a whistleblower/hotline case tracking system has been implemented to effectively manage the increased caseload.

Interested Parties: Forest Service employees who report allegations to the USDA Hotline, Forest Service management, Forest Service contractors, vendors, and permittees, and the House Civil Service Subcommittee.

Recent Actions: The number of whistleblower/hotline complaints referred to the Forest Service from the OIG increased from 89 complaints in FY 1991 to 122 complaints in FY 1992. To manage the rising caseload, the Forest Service issued revised internal direction to streamline the whistleblower/hotline investigation process and to provide standards of investigative integrity and independence. The policy governs the type and scope of investigations to be conducted and assignment of investigations to appropriate units.

The Washington Office Law Enforcement and Investigations Staff has implemented a new whistleblower/hotline case tracking system to ensure coordination with USDA/OIG, timely investigations, and proper investigative procedures. The system aids in ensuring confidentiality on whistleblower/hotline complaints, setting priorities on investigations, monitoring the status of cases, and ensuring that appropriate actions are taken upon completion of cases. The tracking system serves to ensure thoroughness in investigations and provides quality control.

USDA Forest Service

Topic: **Wilderness Management**

Summary:

The National Wilderness Preservation System, created by the Wilderness Act of 1964, consists of over 95 million acres in 553 areas. The Forest Service manages 387 units containing 34.1 million acres in 38 states. More than one-sixth of the land area managed by the Forest Service is wilderness. More than 1.5 million acres were added to the National Wilderness Preservation System (NWPS) on National Forest System (NFS) lands during the last 4 years in Nevada, Alaska, Illinois, Maine, Georgia and California. This is an increase of 5 percent of the total NFS acreage now in the NWPS. The Forest Service manages 75 percent of the designated wilderness within the lower 48 States. Visitor use is steadily increasing with dramatic increases noted in wilderness areas located near urban populations.

- **Description/Significance:** Increased emphasis on noncommodity values of National Forests and Grasslands and the Congressional mandate to protect Wilderness under Forest Service administration requires a shift in priorities and budget emphasis. Wilderness acres provide significant recreation opportunities, but also serve to protect fragile ecosystems as a whole as well as geologic, scientific, educational, and historical values guaranteed by the Wilderness Act.
- **Interested Parties:** Various Congressional and key National interest groups such as The Wilderness Society, Wilderness Watch, Sierra Club, the Issac Walton League, The Blue Ribbon Coalition, American Mining Congress, and the Forest Product Manufacturers Association.
- **Recent Actions:** The proposed "National Forest Wilderness Management Act (H.R.4325), two current wilderness management lawsuits precipitated by Wilderness Watch, and the Colorado and Montana wilderness proposals.

Contact: Henry M. Montrey, Associate Deputy Chief for the National Forest System, 202-205-1465

* * * *

Additional Information:

Description/Significance: Shortcomings in the Wilderness Management program were recognized by a 1989 GAO Audit Report, "Wilderness Preservation: Problems in Some National Forests Should Be Addressed" (GAO/RCED-89-202). The study pointed out the need for resource inventories, review of administrative sites, additional funds and personnel, and better wilderness planning.

The Forest Service is making significant progress to better institutionalize wilderness management as part of the multiple-use mission and to gain a greater understanding of and commitment to wilderness management throughout the Agency. Line officers are receiving training and all employees are facing greater accountability for

wilderness management. The Forest Service is becoming more focused in response to wilderness management challenges and in developing better institutional capability to meet challenges.

Interested Parties: Same as above. Also includes the individual House and Senate members when an allocation or management issue surfaces in their home State.

Recent Actions: The Forest Service is in the fourth year of operation of a National Wilderness Training Center. A full-time director and staff will be appointed this year with a complete operating budget. All Regions either have or will be conducting wilderness management training for line officers and staff this year. Wilderness ranger training is also being conducted in each Region. To date, we have trained over 400 line officers and 100 staff members in proper wilderness management techniques.

The Forest Service endorsed the development of a National Wilderness Research Institute. A study team is preparing proposals now. The Forest Service formed a National Wilderness Management/Research working group to assess research priorities and current research status. We are also participating as a team member on the Society of American Foresters Research Committee chaired by Dean John Hendee of the University of Idaho, College of Forestry, Wildlife and Range Sciences.

In FY 1992, the Forest Service instituted performance standards for all line officers who manage wilderness. Each Regional Forester is rated on eight wilderness goals plus a performance element in fiscal management and wilderness planning. We continued to insist on strict fiscal spending guidelines for wilderness management funds in our current year budget advice to the Regions. In the Frank Church River of No Return Wilderness, we are working with a revised organizational structure to address the management challenges. We will carefully evaluate this organization to measure its ability to properly manage the wilderness as a whole unit.

Where forest plan direction is not adequate, we have directed appropriate planning be initiated and completed. Each National Forest with wilderness responsibilities is required to complete a Wilderness Implementation Schedule (WIS). The WIS specifies the tasks, schedule and costs of making the necessary forest plan amendment or revision. Where forest plan direction is adequate, these schedules outline the specific series of actions needed to implement their wilderness management direction. Development of base line inventory information on the condition of each wilderness is also being done so we can adequately monitor changes in condition. We have also required completion of an evaluation of present Forest Service administrative sites in each wilderness to determine whether they are minimum needed to protect the resource and safety of users. The WIS, base line information and administrative site evaluations are to be completed by the end of FY 1993.

USDA Forest Service

Topic: **Workforce Diversity**

Summary:

The Forest Service is committed to becoming a multicultural organization to serve a diverse public effectively.

- **Description/Significance:** Reaching that goal means that we must have diverse representation of the insights and experiences of many groups not currently well represented in the Agency, especially at upper management levels.
- **Interested Parties:** Internally, members of specific interest groups, such as Hispanics, African Americans, and people with disabilities, have embraced the goals of becoming a multicultural organization. All employees have demonstrated interest. External partners who educate minority students are also keenly interested in the Agency's efforts.
- **Recent Actions:** In March 1991, a Forest Service Task Force issued a report, "Toward A Multicultural Organization," which sets forth 11 goals and 39 strategies. In February 1992, a national implementation plan was issued which focused on six areas: training and development, work environment, outreach and recruitment, standards for accountability, work and family, and recognition.
- **Trends:** Achieving work force diversity and becoming a multicultural organization requires both time and changed behaviors. Statistical achievements in recent years have been impressive:

Calendar year	# Women	# Minorities	Total permanent employees
1988	10,451	4,266	33,193
1989	12.021	4,663	33,428
1990	13,315	5,047	34,154
1991	13,960	5,335	35,682
1992*	14,324	5,501	36,113

* Through June 39, 1992.

Contact: J. Lamar Beasley, Deputy Chief for Administration, 202-205-1709

* * * *

Additional Information:

Description/Significance: In 1976, the Forest Service established a civil rights policy, followed by establishment of numerical targets. In 1987, that policy was reaffirmed and extended with the publication of a vision, direction, and goals for diversifying the workforce. In April 1990, the Chief commissioned a National Work Force Diversity Task Force to help the Agency reach its goal of having a work force in 1995 and beyond that reflects the diversity in the national civilian labor force.

Interested Parties: Many of the same interest groups that have embraced the goals of the report have expressed concern that progress will not be rapid enough nor gains made at sufficiently high levels of the organization to ensure changes in decisionmaking. Still other individuals, mainly those who have been in the majority of middle and upper level positions, have resisted the changes, dismissing them as only another set of numerical targets to meet. Externally, interest in our progress is keen; no specific interest groups have voiced opposition.

Recent Actions: Forest Service top managers are currently reviewing a strategy for outreach and recruitment. A work environment task force has been formed, the goal of which is to develop a means to measure changes in organizational climate and culture. The work and family task force is forming now. Several subgroups are working on training and development, with final products expected within the next 6 months. We are in the process of drafting and reviewing standards for accountability in multicultural accomplishment to be incorporated into performance standards. A new award to be given by the Chief of the Forest Service will recognize, from the Chief's level, multicultural organization achievements. The first award will be presented in January 1993.

Legislation and the Congress

Legislation and the Congress

Summary: Lawmakers and the Administration grappled with many issues in the 102nd Congress that directly or indirectly affect research and management of the National Forest System and technical assistance programs to States and private Forest land owners. A number of hearings were held and numerous bills were introduced. Consensus was not reached on a number of contentious issues of significance to the Forest Service, and these issues will be considered anew in the 103rd Congress. Some of the more significant issues are old-growth protection and spotted owl preservation in the Pacific Northwest; reform of the 1872 mining law; wilderness designation in Colorado, Montana, and Idaho; grazing fees; forest health; below-cost timber sales; and others. Cooperation between the new Administration and the majority in the Congress may provide the opportunity to resolve several of these issues administratively, rather than legislatively.

Summary of Issues from the 102nd Congress

Several Forest Service issues were addressed by the Congress during the 102nd Congress. Many were not resolved and will receive attention in the 103rd Congress. The following list is a brief summary of the major issues and the outcome in the 102nd Congress.

Spotted Owls/Old Growth

Lawmakers failed to resolve the controversy between environmentalists and the timber industry regarding the amount of old-growth timber that needs to be retained to ensure survival of old-growth dependent species such as the northern spotted owl. The more old-growth timber reserved for owl habitat, the greater the impact on timber-dependent jobs and communities in the Pacific Northwest. Numerous bills were introduced in the House and Senate to address the competing interests. The bills that progressed farthest in the Congressional process are summarized briefly below:

- In the Senate, S. 1156, the Federal Lands and Families Protection Act, supported by the timber industry, would have established minimum logging levels for the Pacific Northwest, set aside some ancient forests to protect the owl, and limited "standing" for appeals and lawsuits. Senators Hatfield (R-OR) and Gorton (R-OR) drafted amendments that would have eased the bill's appeals restrictions and would have implemented a spotted owl "preservation plan" proposed by Interior Secretary Manual Lujan, Jr.
- In the House, the Agriculture and Interior Committees worked on two versions of H.R. 4899, which would set aside much of the remaining ancient forests as old-growth reserves to protect the owl, dwindling salmon populations, and other old-growth values. Staffers for Speaker Foley (D-WA), Interior Committee Chairman George Miller (D-CA), Agriculture Committee Chairman E. de la Garza (D-TX), and Merchant Marine and Fisheries Subcommittee Chairman Gerry E. Studds (D-MA) negotiated unsuccessfully to reach consensus on Pacific Northwest forest legislation.
- The only legislation enacted was a provision in H.R. 5503, the Interior Appropriations Act, that allows salvage logging of dead and dying timber in National Forest areas set aside for the northern spotted owl, subject to certain conditions.

Endangered Species Act Reauthorization

Little action was taken to reauthorize the Endangered Species Act, even though the current authorization expired. Appropriations were provided to continue threatened and endangered programs in 1993. Formal attempts to reauthorize the Act will probably not occur until the spotted owl controversy is resolved.

Forest Health

Although numerous hearings were held in both the Senate and the House on forest health, only one bill (H.R. 4980) was introduced by Congressman LaRocco (D-ID) and it was not enacted. The bill would require Federal Agencies to develop long-term forest health improvement programs to restore the health of Federal lands, subject to an emergency declaration. Forest health improvement projects such as timber salvage and prescribed fire would be utilized to restore forest ecosystems.

Below-Cost Timber Sales

Three bill were introduced to address below-cost timber sales. H.R. 2501 [Jontz (D-IN)] and H.R. 3414 [Olin (D-VA)] were not moved out of the House Agriculture Committee. S. 1334 [Fowler (D-GA)] likewise was never voted on in the Senate. All of the bills eliminated below-cost sales under certain criteria. H.R. 2501 and S. 1334 would eliminate the timber sale program on 100 National Forests and affect 6.5 billion board feet of timber. H.R. 3414 would eliminate the commercial timber sale program on 40 National Forests and would affect 1.3 billion board feet of timber.

Appeals

H.R. 5503, the Interior Appropriations Act, legislated modifications to the Forest Service appeals process. The Act changes the current administrative appeals process in the following ways:

- Gives the public 30 days to comment on proposed timber sales and other actions before they are made final.
- Restricts standing to file administrative appeals to persons who have taken part in the forest planning process.
- Sets deadlines for filing appeals and for the Forest Service to respond to appeals.

Pacific Yew Management

The Pacific Yew Management Act (P.L. 102-335) provides that Pacific yew bark collection proceed with as little delay as possible and provides the Department the additional authority it needs to continue to supply Pacific yew bark for taxol production until alternative supplies are developed. It also provides for the long-term conservation of the Pacific yew.

Grazing Fees

In the last Congress, several bills were introduced to resolve the grazing fee issue. The two most prominent bills were H.R. 481 (Darden) and H.R. 944 (Synar). These bills would have raised the fee to as high as $8.70 per animal unit-month (AUM) when fully implemented. The Administration opposed these bills. The House passed H.R. 1096, the BLM Reauthorization Act, which included a provision to increase grazing fees to $5.10 per AUM by 1995. However, the Senate failed to take action on the bill. The FY 1993 Interior and Related Agencies Appropriations Act (H.R. 5503) passed by the House included an increase in grazing fees to $5.10 per AUM. In the House/Senate Conference on H.R. 5503, the grazing fee increase was deleted from the bill.

Mining Law Reform

The Congress made several efforts to overhaul the Mining Law of 1872. Provisions of H.R. 918 and S. 433 would have eliminated the patenting of public lands to private ownership, imposed an 8 percent royalty on gross proceeds from minerals production, required the Federal Government to set detailed new environmental standards for restoring mining sites, and required the Interior and Agriculture Departments to evaluate all Federal lands currently open to hard-rock mining to determine their suitability to sustain mineral activities. Consideration of the bill began on the House floor but was not completed.

The Congress succeeded in making some modifications to the mining law through provisions of H.R. 5503, the Interior Appropriations Act. The Act provides for a $100 holding fee on mining claims, with certain exemptions for small miners.

Wilderness

The following two bills designating new wilderness areas were enacted in the 102nd Congress:

- The Los Padres Wilderness and Wild and Scenic Rivers Act (P.L. 102-301) designated approximately 400,000 acres of wilderness on the Los Padres National Forest and designated three "wild" rivers under the Wild and Scenic Rivers Act.
- The Chattahoochee National Forest Wilderness Bill (P.L. 102-217) designated 25,840 acres as wilderness, created a 7,100-acre scenic area, and established the 23,330-acre Springer Mountain National Recreation Area.

Extensive work occurred on other bills which passed either the House or the Senate, but were not enacted. Of most concern to the Forest Service were the Montana and Colorado wilderness bills, which died at the end of the 102nd Congress when the House and Senate ran out of time to debate and pass last-minute compromise proposals. The Congress made substantial progress on an Alaska bill as well, but it was not enacted.

- The Colorado Wilderness Bill (S. 1029) would have designated about 600,000 acres of National Forest and Bureau of Land Management lands in Colorado as wilderness. Agreement on language to protect water rights in wilderness was the most contentious issue. S. 1029 originally passed the Senate with language that stated no implied or express reservation of water for wilderness areas would be created by enactment of the bill and directed the Federal Government to obtain necessary water rights through State water courts. The House-passed version of the bill clearly created a reserved Federal water right to protect wilderness water resource values. A compromise developed at the end of the Congress passed the Senate but could not be acted upon by the House.
- The Montana Wilderness Bill (S. 1696) also died in the last 2 days of the Congress despite efforts by Senator Max Baucus (D-MT) to pass a compromise version that would bridge the differences between the Senate and House-passed versions. The bills differed regarding water rights language, release language, and boundaries of particular areas. The Senate-passed version of the bill would have set aside 1.2 million acres in western Montana as wilderness and and 215,000 acres as wilderness study areas. It also contained special instructions for managing another 285,000 acres, including limiting development—logging and mining. The House-passed version of the bill would have created 1.5 million acres of wilderness and 257,100 acres of new study areas. It would also have created some 154,620 acres of special management areas. The Baucus compromise would designate acreage of wilderness, wilderness study areas, and special management areas between that of these bills and included compromise water rights language and release language.

International Forestry

The Hawaii Tropical Forest Recovery Act (P.L. 102-574) promotes the recovery of Hawaii tropical forests by expanding the capabilities of the Institute of Pacific Islands Forestry, establishing a Hawaii Experimental Tropical Forest, authorizing research and assistance for the tropical forests of the United States and establishing

a Hawaii Tropical Forestry Task Force to advise the Secretary of Agriculture on matters concerning tropical forests and related ecosystems in the State of Hawaii.

Wild and Scenic River Bills

Four bills passed the 102nd Congress designating wild and scenic rivers that affect the Forest Service:

- The Michigan Wild and Scenic Rivers Act (P.L. 102-249) designated approximately 535 miles of 14 rivers in the National Forests of Michigan as components of the National Wild and Scenic River System and designated 11 additional segments, totaling approximately 457 miles, as study rivers.
- The Allegheny Wild and Scenic Rivers Act (P.L. 102-271) designated 85 miles of the Allegheny River in the Commonwealth of Pennsylvania as a component of the Wild and Scenic Rivers System.
- The Arkansas Wild and Scenic Rivers Act (P.L. 102-275) designated 210 miles of 8 streams in the State of Arkansas as components of the Wild and Scenic Rivers System. Approximately 195 miles of the streams are within the boundaries of the Ouachita and Ozark National Forests and are administered by the Secretary of Agriculture.
- The Lower Merced Wild and Scenic Rivers Act (P.L. 102-432) designated 8 miles of the Lower Merced River on BLM lands in the State of California as a component of the Wild and Scenic Rivers System and directed the Secretaries of Agriculture and the Interior to study the North Fork of the Merced River.

Lands

Bills dealing with lands issues passed the 102nd Congress:

- The Alaska Lands Status Technical Corrections Act (P.L. 102-415) addressed some of the unresolved land issues that have arisen since the passage of the Alaska Native Claims Settlement Act and the Alaska National Interest Lands Conservation Act. One of the most significant provisions establishes a property account for the Haida Corporation in exchange for relinquishment of about 2,300 acres of outstanding selection rights in the Tongass National Forest.
- The Black Hills Workshop and Training Center Land Transfer (P.L. 102-348) conveyed to the Black Hills Workshop and Training Center, Inc., of Rapid City, South Dakota, all right, title, and interest in less than 3 acres of the Pactola Ranger Station in the Black Hills National Forest.
- The Cedar River Watershed Exchange (P.L. 102-453) authorizes an equal value exchange of approximately 16,963 acres of National Forest System land in the Mt. Baker-Snoqualmie National Forest, including old-growth timber stands, for approximately 17,587 acres owned by the City of Seattle.
- The Ekberg-Copper Spur Ranch Land Exchange (P.L. 102-293) authorizes and directs the Secretary of Agriculture to exchange a portion of the Copper Spur Ranch administered by the Farmers Home Administration in Colorado for non-Federal lands within the boundaries of the Black Hills National Forest

in South Dakota. Approximately 560 acres of the Copper Spur Ranch are to be conveyed to non-Federal ownership in exchange for approximately 427 acres, known as the Ekberg property.

- Fishlake National Forest Enlargement Act (P.L. 102-292) transferred jurisdiction of approximately 10,170 acres of public lands presently managed by the Bureau of Land Management to the Secretary of Agriculture and added these lands to the Fishlake National Forest in Utah.
- The Mark Twain National Forest Boundary Adjustment (P.L. 102-498) modified the boundary of the Mark Twain National Forest in Missouri to include all lands in Boone and Callaway Counties in the Cedar Creek Purchase Unit.
- The Taconic Mountains Protection Act of 1991 (P.L. 102-59) expanded the boundary of the Green Mountain National Forest to include all of Bennington County, Vermont, and allows the Secretary of Agriculture to acquire lands within the Taconic Mountain Range.

Issues That May Be Addressed by the 103rd Congress

The new Administration has indicated that the top legislative issues for the beginning of the 103rd Congress are economic improvement, jobs, health care, and possibly campaign reform. In the natural resource area, President Clinton has specifically mentioned only the spotted owl/old-growth issue in the Pacific Northwest as a priority to be addressed immediately. This is based on press reports that the new Administration may convene a "summit" to provide options for resolution of that controversy. Based on those news releases, the objective would be to provide economic stability and minimize job losses, while providing basic protection for the owl/old-growth ecosystem ("we can have owls and jobs too").

Even though environmental and natural resource issues are apparently second priority for immediate action by the new Administration, key committees in the Congress will likely pursue legislation that significantly affects Forest Service programs. Several issues may surface in the first 3 to 6 months of the Congress because they (1) were unresolved in the 102nd Congress, (2) resolution would deal with controversial issues and promote stability in resource programs, and/or (3) the change in Administration presents an opportunity to resolve issues that are of interest to the majority party in the Congress.

Issues likely to require attention quickly

- Old-growth forests/spotted owls
- Below-cost timber sales
- Mining law reform
- Reauthorization of the Endangered Species Act. (There is some indication that this issue may not be addressed by the Congress until the spotted owl situation is resolved.)
- Colorado Wilderness Bill
- Montana Wilderness Bill

Other issues for the balance of the 103rd Congress

- Fisheries in the Pacific Northwest
- Wilderness management policy
- Salvage sales
- Forest health
- Ski fees
- Recreation fees
- Rangeland management (riparian areas)
- Private forestry incentives
- Biodiversity
- Ecosystem management studies
- National Recreation Area legislation
  - o Jemez National Recreation Area, New Mexico
  - o Spring Mountain Recreation Area, Nevada
  - o New Proposals
- Carryover wild & scenic rivers proposals
  - o Lower Salmon River, Idaho
  - o Red River, Kentucky
  - o South Fork Kern River, California
  - o North Fork Mokelumne River, California
  - o Rubicon River, California
  - o Little Bighorn River, Wyoming
  - o Snake River, Wyoming
  - o Nolichucky River, North Carolina/Tennessee
  - o Verde River, Arizona
- Air tankers
- Recycling (RCRA)
  - o Amendments could affect several of our programs
  - o Strong research interest in increasing programs to recycle wood products
- Land exchanges from the 102nd: Utah Land Exchange, Taos Ranger Station Transfer, Wenatchee Land Exchange, and Mt. Sopris Land Exchange
- Cave Creek Canyon Mineral Withdrawal
- New wild and scenic rivers proposals
  - o State of Washington omnibus proposal
  - o State of Arizona omnibus proposal
  - o Others as studies completed
- Stewardship Incentive Program amendments
- Economic incentives for private forest lands

Changes in Congressional Membership and Committee Assignments in the 103rd Congress

Changes in Membership

Changes in the makeup of the Congress may affect Forest Service issues. Although the extent of these changes cannot be totally predicted, changes appear likely regarding the specific issues listed below:

- The defeats of Congressmen Ron Marlenee (R-MT), Jim Jontz (D-IN), and Peter Kostmayer (D-PA) removed members with widely divergent views regarding commodity outputs and environmental issues from key subcommittees in the House Agriculture and House Interior and Insular Affairs Committees. This may diminish the intensity of the debate on forestry issues and provide some avenues for agreement on difficult issues such as wilderness designation, old-growth management, forest health, and similar issues.
- The successful campaign by Ben Nighthorse Campbell (D-CO) for the Senate provides a very good opportunity for passage of a Colorado wilderness bill.
- The re-election of Senator Bumpers (D-AR) and Congressman Rahall (D-WV) may focus continued attention on reform of the 1872 Mining Law, with potential support from the new Administration.
- The election of several new members in the Washington delegation, including four new Congressmen and one new Senator, will influence the spotted owl/old-growth issue. All are aware of the issue, but have proposed no solutions as yet. In the past, the State delegations from the Northwest have always played an active role in attempts to resolve the issue.
- President Clinton's support for Wild and Scenic River designations in Arkansas could provide new energy, in partnership with the Congress, towards designation of Wild and Scenic Rivers in the National Forests, based on Forest Plan recommendations.

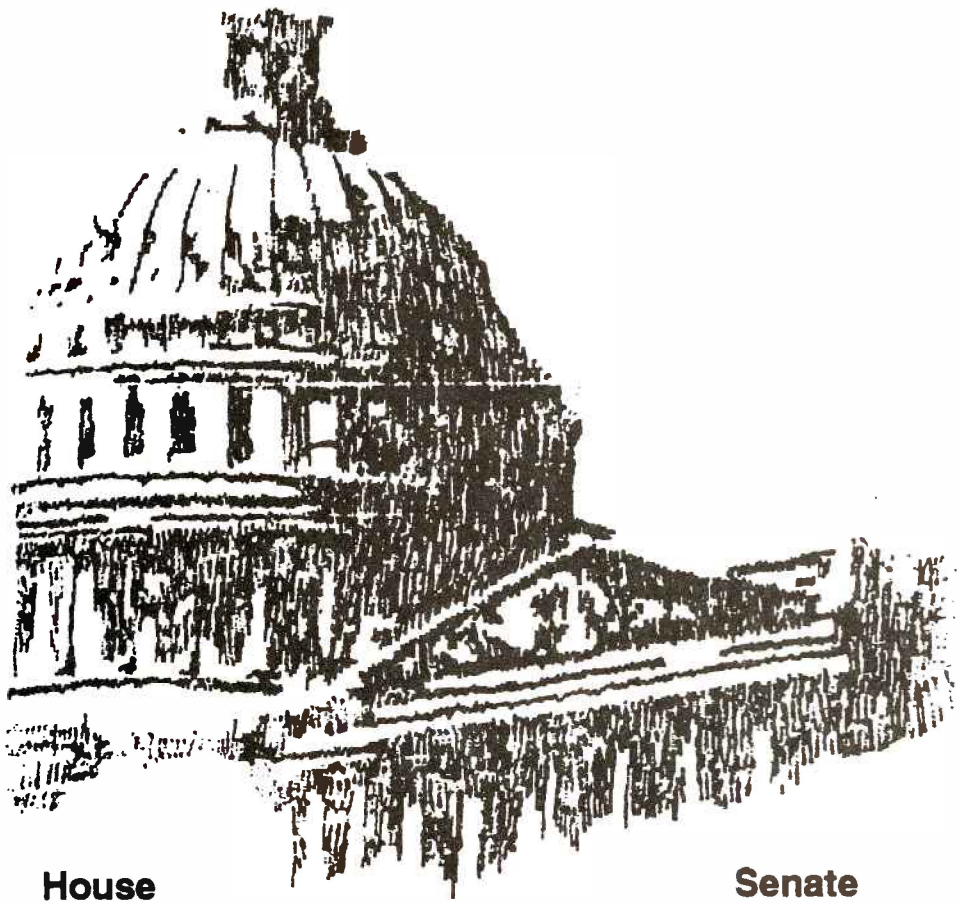
Changes in Committee Assignments

The following list includes the main Congressional committees with jurisdiction over Forest Service issues. The list shows the members who will not be returning in the 103rd Congress. The changes are significant in some committees and key subcommittees (such as the Forestry, Family Farms, and Energy Subcommittee of the House Agriculture Committee), while in others (such as Senate Energy and Natural Resources), the changes are minor.

Updated committee assignments will be provided as they become available. They are not likely to be finalized until late January 1993. The updated assignments may be delayed because the House of Representatives is reorganizing its committee structure. Current proposals would reduce subcommittees to a maximum of either five or six per committee, with the exception of Appropriations. This will result in realignments in committee membership independent of the new members. In addition, some desirable committees such as Appropriations have more openings than usual, and this will stimulate interest by existing members to move to those committees. These changes in committee membership and possibly changes in jurisdiction may affect Forest Service issues.

Membership of key committees with jurisdiction over Forest Service programs is shown in the following pages. Committee assignments for the 103rd Congress have not been finalized as yet, and memberships in some subcommittees have not yet been assigned.

Key Committees for the Forest Service



House

Committee on Agriculture

Committee on Appropriations
- Subcommittee: Interior
and Related Agencies

Committee on Interior and Insular Affairs

Committee on Merchant Marine and Fisheries

Senate

Committee on Agriculture, Nutrition, and Forestry

Committee on Appropriations
- Subcommittee: Interior
and Related Agencies

Committee on Energy and Natural Resources

Committee on Environment and Public Works

Senate Committee on
Agriculture, Nutrition, and Forestry

Party Ratio: D 10—R 8

	Majority Members:		Minority Members:
	Patrick J. Leahy (D-VT) Chairman		Richard G. Lugar (R-IN) Ranking minority member
	David Pryor (D-AR)		Bob Dole (R-KS)
	David L. Boren (D-OK)		Jesse Helms (R-NC)
	Howell Heflin (D-AL)		Thad Cochran (R-MS)
	Tom Harkin (D-IA)		Mitch McConnell (R-KY)
	Kent Conrad (D-ND)		Larry E. Craig (R-ID)
	Tom Daschle (D-SD)		Charles E. Grassley (R-IA)
	Max Baucus (D-MT)	*	Paul Coverdell (R-GA)
	Bob Kerrey (D-NE)		
*	Russell D. Feingold (D-WI)		

* **New member of the committee**

Subcommittee on
Conservation and Forestry

No assignments made as of January 26, 1993

Majority Members:	**Minority Members:**

Senate Committee on Appropriations

Party Ratio: D 16–R 13

Majority Members:	Minority Members:
Robert C. Byrd (D-WV) Chairman	Mark O. Hatfield (R-OR) Ranking minority member
Daniel K. Inouye (D-HI)	Ted Stevens (R-AK)
Ernest F. Hollings (D-SC)	Thad Cochran (R-MS)
J. Bennett Johnston (D-LA)	Alfonse M. D'Amato (R-NY)
Patrick J. Leahy (D-VT)	Arlen Specter (R-PA)
Jim Sasser (D-TN)	Pete V. Domenici (R-NM)
Dennis DeConcini (D-AZ)	Don Nickles (R-OK)
Dale Bumpers (D-AR)	Phil Gramm (R-TX)
Frank R. Lautenberg (D-NJ)	Christopher S. Bond (R-MO)
Tom Harkin (D-IA)	Slade Gorton (R-WA)
Barbara A. Mikulski (D-MD)	* Mitch McConnell (R-KY)
Harry Reid (D-NV)	* Connie Mack (R-FL)
Bob Kerrey (D-NE)	* Conrad Burns (R-MT)
* Herb Kohl (D-WI)	
* Patty Murray (D-WA)	
* Dianne Feinstein (D-CA)	

* **New member**

Subcommittee on
Interior and Related Agencies

No assignments made as of January 26, 1993

Majority Members:	Minority Members:

Senate Committee on Energy and Natural Resources

Party Ratio: D 11 – R 9

	Majority Members:		Minority Members:
	J. Bennett Johnston (D-LA) Chairman		Malcolm Wallop (R-WY) Ranking minority member
	Dale Bumpers (D-AR)		Mark O. Hatfield (R-OR)
	Wendell H. Ford (D-KY)		Pete V. Domenici (R-NM)
	Bill Bradley (D-NJ)		Frank H. Murkowski (R-AK)
	Jeff Bingaman (D-NM)		Don Nickles (R-OK)
	Daniel K. Akaka (D-HI)		Larry E. Craig (R-ID)
	Richard C. Shelby (D-AL)	*	Robert F. Bennett (R-UT)
	Paul Wellstone (D-MN)	*	Arlen Specter (R-PA)
*	Ben Nighthorse Campbell (D-CO)	*	Trent Lott (R-MS)
*	Harlan Mathews (D-TN)		
*	Robert Krueger (D-TX)		

* **New member**

Subcommittee on
Public Lands, National Parks and Forests

No assignments made as of January 26, 1993

Majority Members:	Minority Members:

Senate Committee on Environment and Public Works

Party Ratio: D 10–R 7

Majority Members:	Minority Members:
Max Baucus (D-MT) Chairman	John H. Chafee (R-RI) Ranking minority member
Daniel Patrick Moynihan (D-NY)	Alan K. Simpson (R-WY)
George J. Mitchell (D-ME)	Dave Durenberger (R-MN)
Frank R. Lautenberg (D-NJ)	John W. Warner (R-VA)
Harry Reid (D-NV)	Robert C. Smith (R-NH)
Bob Graham (D-FL)	* Lauch Faircloth (R-NC)
Joseph I. Lieberman (D-CT)	* Dirk Kempthorne (R-ID)
Howard M. Metzenbaum (D-OH)	
Harris Wofford (D-PA)	
* Barbara Boxer (D-CA)	

* **New member of the committee**

Subcommittee on Environmental Protection

No assignments made as of January 26, 1993

Majority Members:	Minority Members:

House Committee on Agriculture

Party Ratio: D 27 – R 18

Majority Members:

E. (Kika) de la Garza (D-TX)
Chairman
George E. Brown Jr. (D-CA)
Charlie Rose (D-NC)
Glenn English (D-OK)
Dan Glickman (D-KS)
Charles W. Stenholm (D-TX)
Harold L. Volkmer (D-MO)
Timothy J. Penny (D-MN)
Tim Johnson (D-SD)
Bill Sarpalius (D-TX)
Jill L. Long (D-IN)
Gary Condit (D-CA)
Calvin Dooley (D-CA)
Collin C. Peterson (D-MN)
* Eva Clayton (D-NC)
* David Minge (D-MN)
* Earl F. Hilliard (D-AL)
* Jay Inslee (D-WA)
* Tom Barlow (D-KY)
* Earl Pomeroy (D-ND)
* Tim Holden (D-PA)
* Cynthia McKinney (D-GA)
* Scotty Baesler (D-KY)
* Karen L. Thurman (D-FL)
* Sanford Bishop (D-GA)
Vacancy
Vacancy

Minority Members:

Pat Roberts (R-KS)
Ranking minority member
Bill Emerson (R-MO)
Steve Gunderson (R-WI)
Tom Lewis (R-FL)
Bob Smith (R-OR)
Larry Combest (R-TX)
Dave Camp (R-MI)
Wayne Allard (R-CO)
Bill Barrett (R-NE)
Jim Nussle (R-IA)
John A. Boehner (R-OH)
Thomas W. Ewing (R-IL)
* John T. Doolittle (R-CA)
* Jack Kingston (R-GA)
* Robert W. Goodlatte (R-VA)
* Jay Dickey (R-AR)
* Richard W. Pombo (R-CA)
* Charles T. Canady (R-FL)

---

* **New member of the committee**

Subcommittee on
Forests, Family Farms and Energy

Subcommittee disbanded by the 103rd Congress, January 5, 1993

House Committee on Appropriations

Party Ratio: D 37 – R 23

Majority Members:

William H. Natcher (D-KY)
Chairman
Jamie L. Whitten (D-MS)
Neal Smith (D-IA)
Sidney R. Yates (D-IL)
David R. Obey (D-WI)
Louis Stokes (D-OH)
Tom Bevill (D-AL)
John P. Murtha (D-PA)
Charles Wilson (D-TX)
Norm Dicks (D-WA)
Martin Olav Sabo (D-MN)
Julian C. Dixon (D-CA)
Vic Fazio (D-CA)
W.G. Hefner (D-NC)
Steny H. Hoyer (D-MD)
Bob Carr (D-MI)
Richard J. Durbin (D-IL)
Ronald D. Coleman (D-TX)
Alan B. Mollohan (D-WV)
Jim Chapman (D-TX)
Marcy Kaptur (D-OH)
David E. Skaggs (D-CO)
David Price (D-NC)
Nancy Pelosi (D-CA)
Peter J. Visclosky (D-IN)
* Thomas M. Foglietta (D-PA)
* Esteban E. Torres (D-CA)
* George Darden (D-GA)
* Nita M. Lowey (D-NY)
* Ray Thornton (D-AR)
* Jose E. Serrano (D-NY)
* Rosa DeLauro (D-CT)
* James P. Moran, Jr. (D-VA)
* Pete Peterson (D-FL)
* John Olver (D-MA)
* Ed Pastor (D-AZ)
* Carrie Meek (D-FL)

Minority Members:

Joseph M. McDade (R-PA)
Ranking minority member
John T. Myers (R-IN)
C.W. "Bill" Young (R-FL)
Ralph Regula (R-OH)
Robert L. Livingston (R-LA)
Jerry Lewis (R-CA)
John Porter (R-IL)
Harold Rogers (R-KY)
Joe Skeen (R-NM)
Frank R. Wolf (R-VA)
Tom DeLay (R-TX)
Jim Kolbe (R-AZ)
Dean A. Gallo (R-NJ)
Barbara F. Vucanovich (R-NV)
Jim Ross Lightfoot (R-IA)
* Ron Packard (R-CA)
* Sonny Callahan (R-AL)
* Helen Delich Bentley (R-MD)
* James T. Walsh (R-NY)
* Charles H. Taylor (R-NC)
* David L. Hobson (R-OH)
* Ernest Jim Istook (R-OK)
* Henry Bonilla (R-TX)

* **New member of the committee**

Subcommittee on Interior

Majority Members:	Minority Members:
Sidney R. Yates (D-IL) Chairman	Ralph Regula (R-OH) Ranking minority member
John P. Murtha (D-PA)	Joseph M. McDade (R-PA)
Norm Dicks (D-WA)	* Jim Kolbe (R-AZ)
Tom Bevill (D-AL)	* Ron Packard (R-CA)
* David E. Skaggs	
* Ronald D. Coleman (D-TX)	

*** New member of the committee**

House Committee on Natural Resources

Party Ratio: D 28–R 15

	Majority Members:		Minority Members:
	George Miller (D-CA)		Don Young (R-AK)
	Chairman		Ranking minority member
	Philip R. Sharp (D-IN)		James V. Hansen (R-UT)
	Edward J. Markey (D-MA)		Barbara F. Vucanovich (R-NV)
	Austin J. Murphy (D-PA)		Elton Gallegly (R-CA)
	Nick J. Rahall II (D-WV)		Bob Smith (R-OR)
	Bruce F. Vento (D-MN)		Craig Thomas (R-WY)
	Pat Williams (D-MT)		John J. Duncan, Jr. (R-TN)
+	Ron de Lugo (D-VI)		Joel Hefley (R-CO)
	Sam Gejdenson (D-CT)		John T. Doolittle (R-CA)
	Richard H. Lehman (D-CA)		Wayne Allard (R-CO)
	Bill Richardson (D-NM)		Richard H. Baker (R-LA)
	Peter A. DeFazio (D-OR)		Ken Calvert (R-CA)
+	Eni F.H. Faleomavaega (D-AS)		Scott McInnis (R-CO)
	Tim Johnson (D-SD)	*	Richard W. Pombo (R-CA)
	Larry LaRocco (D-ID)	*	Jay Dickey (R-AR)
	Neil Abercrombie (D-HI)		Vacancy
	Calvin Dooley (D-CA)		Vacancy
*+	Carlos Romero-Barcelo (D-PR)		
	Karan English (D-AZ)		
	Nathan Deal (D-GA)		
	Maurice D. Hinchey (D-KY)		
*+	Robert Anacletus Underwood (D-GU)		
*	Patsy T. Mink (D-HI)		
*	Howard L. Berman (D-CA)		
*	Lane Evans (D-IL)		
*	Tom Barlow (D-KY)		
*	Thomas M. Barrett (D-WI)		

* **New member of the committee**
\+ **Delegate**

Subcommittee on Energy and Mineral Resources

Majority Members:	Minority Members:
Richard H. Lehman (D-CA) Chairman	Barbara F. Vacanovich (R-NV) Ranking minority member
Nick J. Rahall II (D-WV)	* Philip R. Sharp (D-IN)
* Austin J. Murphy (D-PA)	Craig Thomas (R-WY)
* Edward J. Markey (D-MA)	* John T. Doolittle (R-CA)
* Larry LaRocco (D-ID)	* Wayne Allard (R-CO)
* Nathan Deal (D-GA)	* Scott McInnis (R-CO)
* Peter A. DeFazio (D-OR)	* Richard W. Pombo (R-CA)
* Tom Barlow (D-KY)	

* **New member of the committee**

Subcommittee on
National Parks, Forests, and Public Lands

	Majority Members:		Minority Members:
	Bruce F. Vento (D-MN) Chairman		James V. Hansen (R-UT) Ranking minority member
	Austin J. Murphy (D-PA)		Bob Smith (R-OR)
	Edward J. Markey (D-MA)		Craig Thomas (R-WY)
	Nick J. Rahall II (D-WV)		John J. "Jimmy" Duncan, Jr. (R-TN)
	Pat Williams (D-MT)		Joel Hefley (R-CO)
	Peter A. DeFazio (D-OR)		John T. Doolittle (R-CA)
	Tim Johnson (D-SD)	*	Richard H. Baker (R-LA)
	Larry LaRocco (D-ID)	*	Ken Calvert (R-CA)
	Neil Abercrombie (D-HI)	*	Jay Dickey (R-AR)
*+	Carlos Romero-Barcelo (D-PR)		
*	Karan English (D-AZ)		
*	Karen Shepherd (D-UT)		
*	Maurice D. Hinchey (D-NY)		
*+	Robert Anacletus Underwood (D-GU)		
*	Bill Richardson (D-NM)		
*	Patsy T. Mink (D-HI)		

* **New member**
\+ **Delegate**

House Committee on Merchant Marine and Fisheries

Party Ratio: D 28 – R 18

Majority Members:

Gerry E. Studds (D-MA)
Chairman
William J. Hughes (D-NJ)
Earl Hutto (D-FL)
W.J. "Bill" Tauzin (D-LA)
William O. Lipinski (D-IL)
Solomon P. Ortiz (D-TX)
Thomas J. Manton (D-NY)
Owen B. Pickett (D-VA)
George J. Hochbrueckner (D-NY)
Frank Pallone, Jr. (D-NJ)
Greg Laughlin (D-TX)
Jolene Unsoeld (D-WA)
Gene Taylor (D-MS)
Jack F. Reed (D-RI)
H. Martin Lancaster (D-NC)
* Thomas H. Andrews (D-ME)
* Elizabeth Furse (D-OR)
* Lynn Schenk (D-CA)
* Gene Green (D-TX)
* Alcee L. Hastings (D-FL)
* Dan Hamburg (D-CA)
* Blanche Lambert (D-AR)
* Anna G. Eshoo (D-CA)
* Tom Barlow (D-KY)
* Bart Stupak (D-MI)
* Maria Cantwell (D-WA)
* Peter Deutsch (D-FL)
* Gary Ackerman (D-NY)

Minority Members:

Jack Fields (R-TX)
Ranking minority member
Don Young (R-AK)
Herbert H. Bateman (R-VA)
H. James Saxton (R-NJ)
Howard Coble (R-NC)
Curt Weldon (R-PA)
James M. Inhofe (R-OK)
Arthur Ravenel, Jr. (R-SC)
Wayne T. Gilchrest (R-MD)
Randy Cunningham (R-CA)
* Jack Kingston (R-GA)
* Tillie Fowler (R-FL)
* Michael N. Castle (R-DE)
* Peter T. King (R-NY)
* Lincoln Diaz-Balart (R-FL)
Vacancy
Vacancy
Vacancy

---

* **New member of the committee**

Subcommittee on Fisheries Management

	Majority Members:		Minority Members:
	Thomas J. Manton (D-NJ) Chairman		Don Young (R-AK) Ranking minority member
	William J. Hughes (D-NJ)		Howard Coble (R-NC)
	Jolene Unsoeld (D-WA)		Arthur Ravenel, Jr. (R-SC)
*	H. Martin Lancaster (D-NC)	*	Jack Kingston (R-GA)
*	Dan Hamburg (D-CA)		
*	Maria Cantwell (D-WA)		
*	Frank Pallone, Jr. (D-NJ)		

* **New member of the committee**

Subcommittee on Environment and Natural Resources

New subcommitte formed by the 103rd Congress

Majority Members:

Gerry E. Studds (D-NY)
Chairman
George J. Hochbrueckner (D-NY)
Frank Pallone, Jr. (D-NJ)
Greg Laughlin (D-TX)
Jolene Unsoeld (D-WA)
Jack Reed (D-RI)
Elizabeth Furse (D-OR)
Dan Hamburg (D-CA)
Blanche Lambert (D-AR)
Anna G. Eshoo (D-CA)
Earl Hutton (D-FL)
W.J. "Billy" Tauzin (D-LA)
Solomon P. Ortiz (D-TX)

Minority Members:

H. James Saxton (R-NJ)
Ranking minority member
Don Young (R-AK)
Curt Weldon (R-PA)
Arthur Ravenel, Jr. (R-SC)
Wayne T. Gilchrest (R-MD)
Randy "Duke" Cunningham
(R-CA)
Michael N. Castle (R-DE)

Post Office and Civil Service Committee
Subcommittee on Civil Service

No assignments made as of January 26, 1993

Majority Members:	**Minority Members:**

Key Contacts and Governmental Coordination

National Interest Groups
Intergovernmental Coordination

Key Contacts and Intergovernmental Coordination

Summary: The Forest Service works with a wide spectrum of public interest groups and Government agencies to accomplish its mission. Much of this work is conducted by field units at regional and local levels, but coordination and involvement with national groups and federal agencies is also a major role of the Washington Office.

An overview of this coordination is provided in the following two lists:

- National interest groups
- Intergovernmental coordination

National Interest Groups

This list is a compilation of the national interest groups interested in Forest Service programs that Forest Service employees interact with. Interest in the environment and concern about the appropriate use of public resources has grown steadily over the last 20 years, and the groups on this list reflect the range of public opinions about the best uses of the Nation's resources—from "use and development" to "preservation and protection." This list does not include the hundreds of regional and local groups that Forest Service employees interact with nationwide. It is arranged into five broad areas: environmental groups; agriculture, forestry, and mining groups; wildlife and fisheries groups; recreation groups; and other professional and governmental groups.

Environmental Groups

American Rivers
Kevin Coyle, President
801 Pennsylvania Ave SE
Suite 400
Washington, DC 20003
202-547-6900

The Conservation Fund
Patrick Noonan, President
1800 North Kent St
Arlington, VA 22209
703-525-6500

Conservation International
Russell Mittermeier
1015 18th St NW Suite 1000
Washington, DC 20036
202-429-5660

Defenders of Wildlife
Roger Schlickeisen
1244 19th St NW
Washington, DC 20036
202-659-9510

Ducks Unlimited
Matthew Connolly
1 Waterfowl Way
Memphis, TN 38120
901-753-3825

Environmental Action
Ruth Caplan
6930 Carroll Ave Suite 600
Takoma Park, MD 20912
301-891-1100

Environmental Defense Fund
Fred Krupp, Exec. Director
257 Park Ave South
New York, NY 10010
212-505-2100

Friends of the Earth
Jane Perkins, President
218 D Street SE
Washington, DC 20003
202-544-2600

Greenpeace
Peter Bahouth
1436 U St NW
Washington, DC 20009
202-462-1177

Isaak Walton League of America
Maitland Sharpe, Exec. Director
1401 Wilson Blvd, Level B
Arlington, VA 22209
703-528-1818

League of Conservation Voters
Jim Maddy
1150 Connecticut Ave NW
Washington, DC 20036
202-785-8683

National Audubon Society
Peter Berle, President
700 Broadway
New York, NY 10003
212-979-3000

National Wildlife Federation
Jay Hair, President
1400 16th St NW
Washington, DC 20038
202-797-6800

Nature Conservancy
John Sawhill, President
1815 North Lynn St.
Arlington, VA 22209
703-841-5300

Natural Resource Defense Council
Ron Adams, Exec Director
40 West 20th St
New York, NY 10011
212-727-2700

Resources for the Future
Robert Fri, President
1616 P St NW
Washington, DC 20036
202-328-5000

Sierra Club
David Gardiner
408 C St NE
Washington, DC 20002
202-547-1141

Trout Unlimited
Charles Gauvin
800 Follin Lane
Vienna, VA 22180
703-281-1100

Trust for Public Land
Alan Front
312 Massachusetts Ave NE
Washington, DC 20003
202-543-7552

Wilderness Society
George Frampton, President
900 17th St NW
Washington, DC 20005
202-832-2300

World Wildlife Fund
Kathryn Fuller
1250 24th St NW
Washington, DC 20037
202-293-4800

Agriculture, Forestry, and Mining

American Farm Bureau Federation
Dean Kleckner, President
600 Maryland Ave SW Suite 800
Washington, DC 20024
202-484-3600

American Forests
Neil Sampson
Exec. Vice President
1516 P St NW
Washington, DC 20005
202-667-3300

American Forest Council
Larry Wiseman, President
1250 Connecticut Ave NW
Washington, DC 20036
202-463-2455

American Mining Congress
Keith Knoblock, Vice President
1920 N St NW Suite 300
Washington, DC 20036
202-861-2800

American Petroleum Institute
Charles Dibona, President
1220 L St NW
Washington, DC 20005
202-682-8178

American Pulpwood Association
Richard Lewis, President
1025 Vermont Ave NW Suite 1020
Washington, DC 20005

American Sheep Industry
Jim Magagne, President
6911 S. Yosemite St.
Denver, CO 80112
303-771-3500

Association of National Grasslands
Box 1028
Hettinger, ND 58639
701-567-4300

Independent Petroleum Association of America
Denise Bode
1101 16th St NW
Washington, DC 20036
202-857-4700

International Society of Tropical Foresters
Warren Doolittle
5400 Grosvenor Lane
Bethesda, MD 20814
301-897-8720

Minerals Policy Center
Phil Hocker
1325 Massachusetts Ave Suite 550
Washington, DC 20005
202-737-1872

National Association of State Foresters
Terri Bates
444 North Capital St NW
Washington, DC 20001
202-624-5411

National Forest Products Association
Frank Gladics, Vice President
Mark Rey
1250 Connecticut Ave NW Suite 200
Washington, DC 20036
202-463-2710

National Cattlemen's Association
Tom Cook, Exec Director
1301 Pennsylvania Ave NW Suite 300
Washington, DC 20004
202-347-0228

National Woodland Owners Association
Keith Argow
374 Maple Ave E Suite 204
Vienna, VA 22180
703-255-2700

Natural Resources Council of America
Andrea Yank
801 Pennsylvania Ave SE Suite 410
Washington, DC 20003
202-547-7553

Public Lands Council
Pam Neal
1301 Pennsylvania Ave NW
Washington, DC 20004
202-347-4553

Renewable Resources Foundation
Robert Day
5430 Grosvenor Lane
Bethesda, MD 20814
301-493-9101

Society of American Foresters
William Banzhaf, Exec. Vice President
5400 Grosvenor Lane
Bethesda, MD 20814
301-897-8720

Society for Range Management
Ray Housley
6512 Orlando St
Falls Church, VA 22043
703-536-8139

Fish and Wildlife

American Fisheries Society
Paul Brouha
5410 Grosvenor Lane
Bethesda, MD 20814
301-897-8616

International Association of Fish and Wildlife Agencies
Max Peterson
444 North Capital St NW Suite 534
Washington, DC 20001
202-624-7890

Wildlife Management Institute
Rollin Sparrowe
1101 14th St NW Suite 725
Washington, DC 20005
202-371-1808

Recreation

American Hiking Society
Susan Henley, Director
PO Box 20160
Washington, DC 20041
703-385-3252

American Recreation Coalition
Derrick Crandall, President
1331 Pennsylvania Ave NW
Suite 726
Washington, DC 20004
202-662-7420

International Snowmobile Industry Association
Roy Muth
3975 University Dr. Suite 310
Fairfax, VA 22030
703-273-9606

National Recreation and Parks Association
R. Dean Tice
2775 S. Quincy St Suite 300
Arlington, VA 22206
703-820-4940

Other

American Planning Association
Israel Stollman, Exec. Director
1776 Massachusetts Ave NW
Washington, DC 20036
202-872-0611

American Society of Landscape Architects
David Bohardt
Exec. Vice President
4401 Connecticut Ave NW
Fifth Floor
Washington, DC 20008
202-686-2752

Ecological Society of America
Marjorie Holland, Director
2070 Massachusetts Ave NW
Suite 420
Washington, DC 20036
202-833-8773

National Association of Conservation Districts
Ernest Shea
Exec. Vice President
509 Capital Court NE
Washington, DC 20002
202-547-6223

National Association of Counties
John Stroger
440 First St NW
Washington, DC 20001
202-393-6226

National Association of Professional Schools and Colleges
Warren Thompson, Exec. Director
Mississippi State University
Mississippi State, MS 39762
601-325-2952

National Governors' Association
John Ashcroft
444 N. Capital St NW Suite 250
Washington, DC 20001
202-624-5300

National League of Cities
Alan Beals, Director
1301 Pennsylvania Ave NW
Washington, DC 20003
202-626-3000

Society for Ecological Restoration
John Reiger, President
1207 Seminole Highway
Madison, WI 53711
608-262-9547

Soil and Water Conservation Society of America
Douglas Kleine
Exec. Vice President
7515 NE Ankeny Rd.
Ankeny, IA 50021
515-289-2331

Worldwatch Institute
Lester Brown
1776 Massachusetts Ave NW
Washington, DC 20036
202-452-1999

Intergovernmental Coordination

The Forest Service cooperates with a wide array of Federal agencies within and outside the Department of Agriculture. The Secretary and Assistant Secretary are occasionally involved in these cooperative relationships.

Within the Department of Agriculture, the Forest Service works with the Agriculture Research Service, the Agriculture Stabilization and Conservation Service, the Animal and Plant Health Inspection Service, and the Soil Conservation Service.

Outside the Department of Agriculture, the resources the Forest Services manages and the issues surrounding them often overlap with natural resource agencies in the Department of the Interior. These agencies include the Bureau of Land Management, the National Park Service, the U.S. Geological Survey, the Bureau of Reclamation, the Bureau of Mines, and the Fish and Wildife Service.

We also cooperate with agencies of the Departments of Commerce, Defense, Justice, and Transportation, as well as with several "independent agencies," including the Agency for International Development, the Environmental Protection Agency, and the Peace Corps.

The Forest Service also works closely with various councils and commissions, including, the Council of Environmental Quality.

The following list is illustrative of the types of *formal* agreements we have with these Federal agencies.

Intradepartmental Agreements Within the Department of Agriculture

Soil Conservation Service

- Exchange of Technical Services
- Watershed Protection and Flood Prevention and Omnibus Flood Control
- Coordination of Range Program on Non-Federal Forest Lands and Inventory of Forests and Rangelands

Agricultural Research Service

- Coordination of Research Programs

Animal and Plant Health Inspection Service

- Management of Gypsy Moth in Cooperation With State Governments
- Management of Range Pests on National Forest System Lands
- Animal Damage Control on National Forest System Lands

Agricultural Stabilization and Conservation Service

- Rural Clean Water Act
- Conservation Reserve Program (CRP)

Interagency Agreements

Department of the Interior

- National Wildfire Coordinating Group Memorandum of Understanding
- Joint Fire Agreement with Interior Agencies
- Memorandum of Agreement for Enacting the Archaeological Resources Protection Act
- Jurisdictional Responsibilities of Departments of the Interior and Agriculture
- National Trails System Agreement
- Master Memorandum of Understanding for Coordination of Forestry and Rangeland Research
- Memorandum of Understanding for Surface Mining Control and Reclamation Act Activities
- Interagency Agreement on Air Resource Management
- Memorandum of Agreement with Interior Agencies to Protect Natural Resources from Insects and Disease

Bureau of Land Management

- Memorandum of Understanding Concerning Interagency Cooperation on Matters Related to Range Management
- Interagency Agreement for Mineral Leasing
- Memorandum of Understanding for Coordinated Resource Management and Planning
- Memorandum of Understanding Between for Coordination and Cooperation of Methods to Establish Rental Fees for Communications Uses
- Memorandum of Understanding on Wild Free-Roaming Horses and Burros

National Park Service

- Memorandum of Agreement on Designation of Natural Landmarks in National Forests
- Memorandum of Agreement on Relationships on Development and Administration of Recreation Facilities and Campground Recreation Systems
- Interagency Agreement With the National Park Service on the Evaluation of New Equipment or the Application of New Technology

Geological Survey

- Cooperative Agreement Concerning Oil and Gas Operations
- Memorandum of Understanding for the Geothermal Program
- Memorandum of Understanding Pertaining to the National Water Data Exchange
- Cooperative Management of Joint Projects Related to Remote Sensing and Geologic Information Systems Technology

Bureau of Reclamation

- Master Interagency Agreement for Water Resource Related Projects Within or Adjacent to National Forest System Lands

Fish and Wildlife Service

- Interagency Agreement on Coordinated Approach to Fish and Wildlife Management
- Interagency Agreement Covering Acquisition of Lands or Interests Therein, for Threatened and Endangered Species Habitat

Bureau of Mines

- Memorandum of Understanding Between the Bureau of Mines and Forest Service on Acid Mine Drainage Research

Department of Commerce

National Oceanic and Atmospheric Administration

- Memorandum of Understanding With the National Weather Service for Preparation, Issuance, and Distribution of Snow Avalanche Bulletins
- National Agreement for Meteorological Services in Support of Agencies With Land Management and Fire Protection Responsibilities
- Memorandum of Understanding with the National Marine Fisheries Service

Department of Defense

- Joint Defense Agencies Memorandum for Fire Activities on National Forest System Lands
- Master Agreement Concerning the Use of National Forest System Lands for Military Activity

Department of Justice

Federal Bureau of Investigation (Drug Enforcement Administration)

- Memorandum of Understanding to Cooperate in the Elimination of Controlled Substances on the National Forest System

Marshals Service

- Memorandum of Understanding Regarding Civil Disturbances on National Forest System Lands

Department of Transportation

Federal Highway Administration

- Memorandum of Understanding on Highway Safety Program Standards
- Memorandum of Understanding Related to Forest Highways Over National Forest Lands
- Memorandum of Understanding Concerning Highways Included in the National Forest Scenic Byways System

Independent Agencies

Peace Corps

- Memorandum of Agreement Concerning Volunteers and Detailers

Environmental Protection Agency

- Statement of Intent—Forestry Water Quality Management
- Memorandum of Understanding to Coordinate Water Quality Management Planning
- Memorandum of Understanding to Coordinate Air, Water, Solid Waste, Pesticides, Noise, and Radiation Management

Agency for International Development

- Resource Agreement to Provide Natural Resource Management Technical Assistance
- Resource Agreement to Provide Emergency and Disaster Relief Technical Assistance